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ABSTRACT

Proceedings are presented of hearings before the House Committee on Education and Labor on youth unemployment in the United States. Among those testifying before the hearings were (1) Mayor Tom Bradley on youth unemployment in large cities, (2) Mary Heagele, on the relationship of youth unemployment and the prison system, (3) Kenneth Hahn, on the need for changes in schools across the nation, and (4) Gene Livingston, on the failure of the educational system to meet the needs of low income youth and minority youth. (LRA)

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YOUTH EMPLOYMENT ACT OF 1979

Part 2

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

FIRST SESSION

ON

H.R. 4465

TO IMPROVE FEDERAL PROGRAMS OF YOUTH EMPLOYMENT AND TRAINING, AND FOR OTHER PURPOSES

AND

H.R. 4534

TO ESTABLISH A PROGRAM OF FULL EMPLOYMENT, VOCATIONAL TRAINING, AND EMPLOYMENT PLACEMENT FOR ALL YOUNG AMERICANS WILLING AND ABLE TO WORK, AND FOR OTHER PURPOSES

HEARINGS HELD IN LOS ANGELES, CALIF.,
ON AUGUST 13 AND 14, 1979

Printed for the use of the Committee on Education and Labor

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YOUTH EMPLOYMENT ACT OF 1979

Part 2

MONDAY, AUGUST 13, 1979

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Los Angeles, Calif.

The subcommittee met, pursuant to notice, at 9 a.m., in the Activity Room, Florence Firestone Community Center, 7807 South Compton Avenue, Los Angeles, Calif., Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Weiss, and Tauke.

Staff present: Susan Grayson, staff director; Hugh Duffy, associate counsel; Carole Schanzer, clerk and administrative assistant, and John Martin, minority legislative associate.

Mr. HAWKINS. Ladies and gentlemen, the Subcommittee on Employment Opportunities is called to order. We know that we have several witnesses who must make other appointments this morning. Rather than delay the hearing, we will proceed. I am pleased to have the opportunity to bring the Subcommittee on Employment Opportunities to Los Angeles to conduct this public hearing on the critical subject of youth unemployment.

Los Angeles provides a striking example of both the dimensions of the problem and the capability to alleviate the high rates of youth unemployment.

Before we proceed, I would like to introduce my colleagues who are here with us. Congressman Ted Weiss from New York is seated to my right, and Congressman Tom Tauke from Iowa to my left in this instance. It has nothing to do with political persuasion, however.

These members have given their time during this congressional recess to come to Los Angeles to learn about the dimensions of the youth unemployment problem and the steps this community has taken to find solutions.

The hearing today and the hearing tomorrow will be the seventh and eighth days of testimony the subcommittee has heard this year on youth unemployment. We will continue our hearings in New York City in September.

I think that it is important to set the testimony we are about to hear within two contexts; one, we cannot solve the problem of youth unemployment unless we are willing to discard the economic policies and practices which slow down growth; and then consider the millions of adults as well as youth out of productive work; two, we cannot view

youth unemployment programs and policies as a fad, a stopgap measure. We must be willing to commit the resources and the leadership to policies which will change the institutions serving youth, and to programs which will provide long-term gains.

[Text of H.R. 4465 Committee Print and H.R. 4534 follow:]

[COMMITTEE PRINT]

JULY 2, 1979

[Showing H.R. 4465 together with certain technical corrections]

96TH CONGRESS
1ST SESSION

H. R. 4465

To improve Federal programs of youth employment and training, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JUNE 14, 1979

Mr. HAWKINS (for himself, Mr. PERKINS, Mr. AKAKA, Mr. ANDERSON of California, Mr. BAILEY, Mr. BROWN of California, Mr. BUCHANAN, Mr. PHILLIP BURTON, Mrs. CHISHOLM, Mr. CLAY, Mr. CORRADA, Mr. CONYERS, Mr. DIXON, Mr. FAUNTROY, Mr. FORD of Michigan, Mr. GARCIA, Mr. JEFFORDS, Mr. KILDEE, Mr. MITCHELL of Maryland, Mr. MOAKLEY, Mr. ROYBAL, Mr. SIMON, Mr. STARK, Mr. STEWART, Mr. WEISS, and Mr. CHARLES H. WILSON of California) introduced the following bill; which was referred to the Committee on Education and Labor

JULY , 1979

[Omitted the part struck through and insert the part printed in italic]

A BILL

To improve Federal programs of youth employment and training, and for other purposes.

Be it enacted by the Senate and House of Representa-
tives of the United States of America in Congress assembled,

SHORT TITLE; TABLE OF CONTENTS

SECTION 1. This Act may be cited as the "Youth Employment Act of 1979".

TITLE I—AMENDMENTS TO TITLE IV OF THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT

PART A—YOUTH EMPLOYMENT PROGRAMS

ENTITLEMENT PROGRAMS

SEC. 101. (a) Section 416 of the Comprehensive Employment and Training Act (hereinafter in this title and in title II referred to as "the Act") is amended to read as follows:

"ENTITLEMENT PROGRAM AUTHORIZED

"SEC. 416. (a) The Secretary shall enter into arrangements with prime sponsors for the purpose of guaranteeing otherwise unavailable part-time employment, or combination of part-time employment and training, for economically disadvantaged youth between the ages of sixteen and nineteen, inclusive, from urban and rural poverty areas served by such prime sponsor during the school year who resume or maintain attendance in secondary school for the purpose of acquiring a high school diploma or in a program which leads to a certificate of high school equivalency and full-time employment or part-time employment and training during the summer months to each such youth.

"(b) Each prime sponsor whose application for assistance under this subpart is approved by the Secretary shall guarantee the employment described in subsection (a) to each such unemployed youth described in subsection (a) who resides within any urban or rural poverty area served by the prime sponsor and who applies to that prime sponsor for employment. The Secretary shall provide to each prime sponsor, from funds appropriated for carrying out this subpart, in combination with any funds made available by such prime sponsor according to an agreement made pursuant to section ~~418(a)(4)(F),~~ *416(6)*, the amount to which that prime sponsor is entitled under subsection (c).

"(c) Each prime sponsor shall be entitled to receive, for each youth who is provided employment by that prime sponsor, the costs associated with providing such employment. Such costs shall take into account funds made available by such prime sponsor under section ~~418(a)(4)(F).~~ *416(6).*

"(d) The Secretary shall, with respect to any urban or rural poverty area for which no prime sponsor's application under this subpart has been approved or for which the prime sponsor's approval has been terminated by reason of its failure to comply with the guarantees required under this section, make other appropriate arrangements with public and nonprofit private agencies to provide the employment described in subsection (a).

"(e) For purposes of this section, the term 'poverty area' means any Bureau of the Census geographical division in which, on the basis of the most recent satisfactory data available to the Secretary, 20 per centum or more of the residents are at or below the poverty level as established by the Director of the Office of Management and Budget.".

(b) Section 418 of the Act is amended to read as follows:

"APPLICATIONS

"SEC. 418. Any prime sponsor which desires to receive assistance under this subpart shall submit an application to the Secretary at such time and in such manner as the Secretary may require and which shall provide—

"(1) a description of the procedure to be utilized by the prime sponsor to publicize, consider, approve, audit, and monitor youth incentive projects or jobs funded by the prime sponsor under this part, including copies of proposed application materials, as well as examples of audit and client characteristics reports;

"(2) a statement of the estimated number of economically disadvantaged youth to be served by the prime sponsor, and assurances that only such disadvantaged youth will be served;

"(3) assurances that the provisions of sections 442 and 443 are met relating to wage provisions and special conditions;

"(4) assurances that the prime sponsor has consulted with public and private nonprofit educational agencies including vocational and postsecondary education institutions and other agencies which offer high school equivalency programs; public employers, including law enforcement and judicial agencies; State and local public assistance agencies; labor organizations; voluntary youth groups; community-based organizations; organizations of demonstrated effectiveness with a special knowledge of the needs of such disadvantaged youth; a..d with the private sector in the development of the plan, and assurances that arrangements are made with appropriate groups to assist the prime sponsor in carrying out the purposes of this subpart;

"(5) assurances that arrangements are made with the State employment security agencies to carry out the purposes of this subpart;

"(6) an agreement that funds available under title II for economically disadvantaged youth employment programs and funds available for the summer youth program under part C of this title for eligible youth

will be used in support of the project authorized under this subpart;

"(7) assurances that the employment of eligible youth meets the requirements of eligible activities under section 419;

"(8) assurances that participating youth shall not be employed more than an average of twenty hours per week during the school year and not more than forty hours per week during the summer;

"(9) assurances that whenever employment involves additional on-the-job, institutional, or apprenticeship training provided by the employer, and if such training is not paid for in full or in part by the prime sponsor under any other program authorized under this Act, wages may be paid in accordance with the provisions of section 14(b) of the Fair Labor Standards Act of 1938, and with the balance being applied to the cost of training;

"(10) assurances that arrangements have been made with the appropriate local education agency or with the institution offering a certified high school equivalency program that such youth is enrolled and meeting the minimum academic and attendance requirements of that school or education program and with employers that such youth meet the minimum

work and attendance requirements of such employment and that any employment guarantee is conditioned on such enrollment;

"(11) assurances that special efforts will be made to recruit youth from families receiving public assistance, including parents of dependent children who meet the age requirement of this subpart;

"(12) assurances that subsidies to encourage private ~~sponsors~~ *for-profit employers* to provide employment and training opportunities under this subpart will not exceed the net cost to the employer of the wages paid and training provided; and

"(13) assurances that the prime sponsor will make available the data necessary for the Secretary to prepare the reports required by section 127.".

(c) Part A of title IV of the Act is amended by striking out section 420 and subpart 2 and by inserting in lieu thereof the following:

"PLAN FOR EXTENSION OF PROGRAM

"SEC. 420. The Secretary shall submit to the Congress not later than February 1, 1981, a plan to provide for the establishment of programs under this subpart throughout the United States.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 421. There are authorized to be appropriated to pay the entitlements of prime sponsors under section 416(c) such sums as may be necessary for fiscal year 1981 and for each of the three succeeding fiscal years.".

(d)(1) The heading of part A of title IV of the Act is amended by striking out "DEMONSTRATION".

(2) The heading of subpart 1 of such part is amended to read as follows:

"Subpart 1—Youth Incentive Entitlement Program".

(3) Section 411 of the Act is amended—

(A) by striking out "employment, training, and demonstration" and inserting in lieu thereof "employment and training"; and

(B) by striking out "the demonstration programs shall be to test the relative efficacy of" and inserting in lieu thereof "such programs shall be to promote".

(4) Subpart 4 of part A of title IV of the Act is amended—

(A) by striking out "SUBPARTS 2 AND 3" in the heading of section ~~443~~ *444* and inserting in lieu thereof "SUBPART 3"; and

(B) by striking out "subparts 2 and 3" each place it appears in subsections ~~(a)~~ and ~~(b)~~ *(a), (b), and (c)* of such section and inserting in lieu thereof "subpart 3".

YOUTH EMPLOYMENT AND TRAINING PROGRAMS

SEC. 102. (a) Section 435 of the Act is amended—

(1) by striking out paragraph (2) and inserting in lieu thereof the following:

"(2) are economically disadvantaged."; and

(2) by striking out the last sentence and inserting in lieu thereof the following:

"Notwithstanding the preceding provisions of this section, 20 per centum of the funds available for this subpart may be used for youth who do not meet the requirements of ~~paragraphs (1) and (2)~~ *paragraph (2)* of this section, but who have encountered barriers to employment.".

(b) Section 432(a) of the Act is amended by striking out the period at the end of paragraph (3) and inserting in lieu thereof "; and", and by inserting immediately after such paragraph the following new paragraph:

"(4) programs of community conservation and improvement youth employment projects to be carried out by eligible youths and appropriate supervisory personnel.".

(c) Subpart 3 of part A of title IV of the Act is amended by adding at the end thereof the following new section:

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 440. There are authorized to be appropriated to carry out the provisions of this subpart $2,400,000,000 for

fiscal year 1981 and such sums as may be necessary for each of the three succeeding fiscal years.".

PARTICIPANT ASSESSMENT

SEC. 103. Section 441 of the Act is amended to read as follows:

"PARTICIPANT ASSESSMENT

"SEC. 441. (a) In order to assess the appropriate mixture of training or employment services, or both, needed by each youth receiving assistance under this part, the prime sponsor, in consultation with educational and other appropriate agencies, shall assist each such youth to establish a personalized employability plan. In establishing such plan, prime sponsors shall take into consideration a youth's skills, interests, and career objectives, subject to the availability of services, and shall consider the barriers to employment or advancement faced by that youth in order to assist that youth to attain unsubsidized employment.

"(b) An assessment of appropriate training and supportive services shall be made at the time of entrance to a program partly or wholly assisted by this part, which shall be reviewed periodically throughout the duration of the youth's participation in a program funded under this part or under part C of this title. Such assessment shall be included in each youth's employability plan.".

CONFORMING AMENDMENT

SEC. 104. The table of contents of the Act is amended by striking out the matter pertaining to part A of title IV and inserting in lieu thereof the following:

"PART A—YOUTH EMPLOYMENT PROGRAMS

"Sec. 411. Statement of purpose.

"Subpart 1—Youth Incentive Entitlement Pilot Projects

"Sec. 416. Entitlement program authorized.
"Sec. 417. Employment guarantees.
"Sec. 418. Applications.
"Sec. 419. Special provisions.
"Sec. 420. Plan for nationalization of program.
"Sec. 421. Authorization of appropriations.

"Subpart 3—Youth Employment and Training Programs

"Sec. 431. Statement of purpose.
"Sec. 432. Programs authorized.
"Sec. 433. Allocation of funds.
"Sec. 434. Eligible applicants.
"Sec. 435. Eligible participants.
"Sec. 436. Conditions for receipt of financial assistance.
"Sec. 437. Review of plans by Secretary.
"Sec. 438. Secretary's discretionary projects.
"Sec. 439. Youth employment incentive and social bonus program.
"Sec. 440. Authorization of appropriations.

"Subpart 4—General Provisions

"Sec. 441. Participant assessment.
"Sec. 442. Wage provisions.
"Sec. 443. Special conditions.
"Sec. 444. Special provisions for subparts 2 and 3.
"Sec. 445. Academic credit, education credit, counseling and placement services, and basic skills development.
"Sec. 446. Disregarding earnings.
"Sec. 447. Relation to other provisions.".

PART B—JOB CORPS

INSTITUTIONAL SKILL CENTERS

SEC. 121. (a) Part B of title IV of the Act is amended by adding at the end thereof the following new section:

"INSTITUTIONAL SKILL CENTERS

"SEC. 469. In addition to funds which are otherwise available for purposes of this part, there are authorized to be appropriated $80,000,000 for fiscal year 1981 and such sums as may be necessary thereafter to provide, for youth residing in areas of high unemployment or with substantial concentrations of economically disadvantaged individuals, additional nonresidential Job Corps opportunities (in accordance with the provisions of this part) in nonresidential centers established under section 456 which are accessible to such youth.".

(b) The table of contents of the Act is amended by inserting immediately after the item pertaining to section 468 the following new item:

"Sec. 469. Institutional skill centers.".

PART C—FEDERAL YOUTH EMPLOYMENT OPPORTUNITIES

SEC. 141. (a) Title IV of the Act is amended by adding at the end thereof the following new part:

"PART D—FEDERAL YOUTH EMPLOYMENT OPPORTUNITIES

"Subpart 1—Cooperative Projects

"COOPERATIVE AGREEMENTS FOR YOUTH EMPLOYMENT

"SEC. 491. (a) The Secretary may enter into cooperative agreements with any agency (as that term is defined in

section 552(e) of title 5, United States Code) for the purpose of establishing youth employment projects in accordance with the provisions of this part. Such agreements shall provide for reimbursement of such agencies by the Secretary for expenses allowed pursuant to section 492(1) with respect to eligible youths enrolled in such projects.

"(b) Youth employment projects may be established under this part in connection with authorized agency activities conducted directly or by grant or contract. The Secretary shall identify activities suitable for projects under this part. Projects under this part shall be conducted in accordance with the provisions of law governing the activity in connection with which they are established, except that (1) no funds provided under this part shall be deemed to be funds provided under such a provision of law for purposes of any allocation formula or matching or other related requirement, and (2) any youth employed in such a project shall be subject to laws governing Federal employment or eligibility for employment only to the extent set forth in section 497.

"ELIGIBLE PROJECTS

"SEC. 492. The Secretary may enter into cooperative agreements under section 491(a) with respect to any youth employment project for which the Secretary has received adequate assurance—

"(1) that any funds provided under this part will be used only for the payment of wages and employment benefits;

"(2) that positions established under the project will be entry level positions;

"(3) that the project will be supervised by the Federal agency responsible for the activity in connection with which the project is established, or by a public or nonprofit private agency or organization pursuant to an agreement with such Federal agency;

"(4) that the project will give priority in placing eligible youths to those referred pursuant to section 496(b); and

"(5) that the project will conform to such other conditions or restrictions as the Secretary may prescribe by regulation.

"Subpart 2—National Employment Opportunities

"FEDERAL AGENCIES

"SEC. 494. The Secretary may enter into agreements with executive agencies (as defined in section 105 of title 5, United States Code), the United States Postal Service, or the Postal Rate Commission for the purpose of providing employment therein for eligible youth in accordance with this part. Participants shall receive wages and other benefits comparable to other Federal employees similarly employed with re-

spect to type of work, length of employment, and civil service classification, as determined by the Office of Personnel Management. Individuals employed under this section shall not be deemed to be Federal employees for purposes of any personnel limitations applicable to any such agency.

"Subpart 3—General Conditions

"ELIGIBLE YOUTHS

"SEC. 496. (a) Any youth aged sixteen to twenty-four, inclusive, who is economically disadvantaged shall be eligible to participate in projects established under this part.

"(b) The Secretary shall make arrangements for obtaining referrals of eligible youth to employment opportunities under this part from the public employment service, public assistance agencies, prime sponsors, sponsors of Native American programs described in section 302, sponsors of migrant and seasonal farmworker programs under section 303, and such other agencies and organizations as the Secretary may deem appropriate.

"CONDITIONS APPLICABLE TO PROJECT ENROLLEES

"SEC. 497. (a) Except as otherwise provided in subsection (b), youths employed in projects established under this part (referred to in subsection (b) as 'project enrollees') shall not be deemed Federal employees and shall not be subject to the provisions of law relating to Federal employment including those regarding hours of work, rates of compensation,

leave, unemployment compensation, and Federal employee benefits.

"(b)(1) For purposes of the Internal Revenue Code of 1954 and title II of the Social Security Act (42 U.S.C. 401 et seq.), project enrollees shall be deemed employees of the United States and any service performed by a person as a project enrollee shall be deemed to be performed in the employ of the United States.

"(2) For purposes of subchapter 1 of chapter 81 of title 5 of the United States Code, relating to compensation to Federal employees for work injuries, project enrollees shall be deemed civil employees of the United States within the meaning of the term 'employee' as defined in section 8101 of title 5, United States Code, and provisions of that subchapter shall apply, except that the term 'performance of duty' shall not include any act of a project enrollee while absent from the enrollee's assigned post of duty, except while participating in an activity (including an activity while on pass or during travel to or from such post of duty) authorized by or under the direction and supervision of the Secretary.

"(3) For purposes of chapter 171 of title 18, United States Code, relating to tort claims procedure, project enrollees shall be deemed civil employees of the United States within the meaning of the term 'employee of the Govern-

ment' as defined in section 2671 of title 28, United States Code, and provisions of that chapter shall apply.

"(4) For purposes of section 5911 of title 5, United States Code, relating to allowances for quarters, project enrollees shall be deemed civil employees of the United States within the meaning of the term 'employee' as defined in that section, and provisions of that section shall apply.

"(c) The conditions applicable to public service employment pursuant to section 122 of this Act shall apply to employment under this part.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 498. There are authorized to be appropriated for purposes of carrying out this part such sums as may be necessary for fiscal year 1981 and for each of the three succeeding fiscal years.".

(b) The table of contents of the Act is amended by inserting immediately after the item pertaining to section 484 the following:

"PART D—FEDERAL YOUTH EMPLOYMENT OPPORTUNITIES

"Subpart 1—Cooperative Projects

"Sec. 491. Cooperative agreements for youth employment.
"Sec. 492. Eligible projects.

"Subpart 2—National Employment Opportunities

"Sec. 494. Federal agencies.

"Subpart 3—General Conditions

"Sec. 496. Eligible youths.
"Sec. 497. Conditions applicable to project enrollees.
"Sec. 498. Authorization of appropriations.".

TITLE II—AMENDMENTS TO TITLE VII OF THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT

PRIVATE SECTOR OPPORTUNITIES

SEC. 201. (a) Sections 702(a) and 703(a) of the Act are each amended by striking out "title II activities" and inserting in lieu thereof "title II and title IV activities".

(b) Section 702(b) of the Act is amended by striking out "made available for carrying out this title" and inserting in lieu thereof "appropriated pursuant to section ~~707(a)~~ *708(a)*".

(c)(1) Title VII of the Act is amended by adding at the end thereof the following new sections:

"DEMONSTRATION GRANTS TO EMPLOYERS

"SEC. ~~706.~~ *707.* In addition to the activities described in section 705(a), prime sponsors may, with the approval of the Secretary, establish programs of providing demonstration grants from funds available under section ~~707(b)~~ *708(b)* to private employers for community service projects approved by the private industry council of such prime sponsor. Such grants shall be subject to the condition that any profits resulting from the conduct of the project will be used to further the purposes of the project.

"AUTHORIZATION OF APPROPRIATIONS

"SEC. ~~707.~~ *708.* (a) There are authorized to be appropriated to carry out the provisions of this title (other than section 706) such sums as may be necessary for each of the fiscal years 1981 and 1982.

"(b) There are authorized to be appropriated to carry out the provisions of section 706, $50,000,000 for each of the fiscal years 1981 and 1982.".

(2) The table of contents of the Act is amended by inserting immediately after the item pertaining to section 705 the following new items:

"Sec. ~~706.~~ *707.* Demonstration grants to employers.
"Sec. ~~707.~~ *708.* Authorization of appropriations.".

ON-THE-JOB TRAINING DISCLAIMER

SEC. 202. Notwithstanding any other provision of law, no activity for the employment or training of youths under age twenty-five conducted under the Act shall be deemed to be on-the-job training for the purposes of any other law, and no funds received by any employer with respect to any such activity shall be deemed to be funds received from the Federal Government for purposes of on-the-job training for the purposes of any other law.

TITLE III—WORK INCENTIVE EXTENSION

AUTHORIZATION OF APPROPRIATIONS

SEC. 301. (a) The Secretary of Health, Education, and Welfare and the Secretary of Labor are authorized to carry

out the work incentive program under title IV of the Social Security Act from the sums appropriated pursuant to this section without regard to the requirements for non-Federal matching funds contained in that title of the Social Security Act.

(b) There are authorized to be appropriated to carry out the work incentive program for parents under the age of twenty-two who volunteer to participate in such program under title IV of the Social Security Act, as modified by subsection (a) (in addition to any sums otherwise appropriated pursuant to such title of such Act), $400,000,000 for fiscal year 1981 and such sums as may be necessary for each of the three succeeding fiscal years.

TITLE IV—INTERAGENCY COORDINATING COMMITTEE FOR YOUTH EMPLOYMENT

SHORT TITLE

SEC. 401. This title may be cited as the "Youth Employment Coordination Act of 1979".

ESTABLISHMENT

SEC. 402. (a) There is hereby established in the executive branch of the Government an Interagency Coordinating Committee for Youth Employment (hereinafter in this title referred to as the "Committee") which shall be composed of the following officials (or their designees for this purpose): the Secretaries of Agriculture, Defense, Health, Education, and

Welfare, the Interior, and Labor, the Attorney General, and the Directors of ACTION, the Community Services Administration, and the Office of Management and Budget. The Director of the Office of Management and Budget shall chair the meetings of the Committee.

(b)(1) The functions of the Committee shall be under the direction of an executive director (hereinafter in this title referred to as the "director"), who shall be appointed by the President, by and with the advice and consent of the Senate. Meetings of the Committee shall be called by the director not less than four times each year as necessary for the conduct of the business of the Committee.

(2) It shall be the responsibility of the director—

(A) to report and make recommendations to the Committee and to the Congress on obstacles to proper coordination of youth employment and related programs of Federal, State, and local governments;

(B) to review and comment on proposed rules, regulations, guidelines, and orders relating to such programs which affect or impair proper coordination;

(C) to consult with State and local governments and private groups involved in such programs for the purpose of promoting coordination; and

(D) to administer the Committee grant program established under section 403.

(3) Section 5315 of title 5, United States Code, is amended by inserting immediately after paragraph (50) the following new paragraph:

"(51) Executive Director, Interagency Coordinating Committee for Youth Employment".

PROGRAMS AUTHORIZED

SEC. 403. (a) The Committee shall, through the director, establish a program designed to overcome institutional barriers between agencies by providing assistance for new interagency cooperative projects which are likely to significantly improve the employability of disadvantaged youth.

(b) A project may be eligible for assistance under this title if—

(1) in addition to the funds which are provided under this title, such project is funded from two or more separate appropriations to two or more agencies (as that term is defined in section 552(e) of title 5, United States Code); and

(2) the project has been approved by two or more such agencies.

LIMITATION ON FEDERAL FUNDS

SEC. 404. No funds shall be made available for any interagency cooperative project in excess of—

(1) 20 per centum of the sum of the funds otherwise available to such project from Federal appropriations or receipts;

(2) 10 per centum of the total estimated project cost,

whichever is less.

AUTHORIZATION OF APPROPRIATIONS

SEC. 405. There are authorized to be appropriated to carry out the provisions of this title $10,000,000 for fiscal year 1981 and such sums as may be necessary for each of the two succeeding fiscal years.

TITLE V—WAGNER-PEYSER ACT AMENDMENT

EMPLOYMENT SERVICES FOR YOUTH

SEC. 501. The Act of June 3, 1933, entitled "An Act to provide for the establishment of a national employment system and for cooperation with the States in the promotion of such system, and for other purposes" (29 U.S.C. 49 et seq.), also known as the Wagner-Peyser Act, is amended by inserting after section 5 the following new section:

"SEC. 6. (a) Each State which desires to receive funds under this section shall submit to the Secretary of Labor a supplement to the plans submitted under section 8, in such form and containing or accompanied by such information and assurances as the Secretary may by regulation require. In any State which does not submit such a supplement, the Sec-

retary may, directly or by contract with other State or local agencies, operate programs as described in this section from the sums available in accordance with subsection (e).

"(b) Supplements submitted under subsection (a) shall provide for the establishment of general employment services for youth which shall include—

"(1) orientation for youthful job seekers to labor market conditions and requirements, including job search workshops;

"(2) referral to supportive services;

"(3) efforts to promote targeted jobs tax credit and on-the-job training opportunities in the private sector; and

"(4) placement activities.

"(c) In addition to the requirements of subsection (b), supplements submitted under subsection (a) shall provide for the establishment of in-school service to assist youths to make a successful transition from school to working life which shall include—

"(1) dissemination of labor market information;

"(2) development of job search skills;

"(3) development and operation of automated data systems to provide accurate, current information on job availability;

"(4) conducting vocational aptitude testing;

"(5) providing matching funds for services and training for school counselors, such as training workshops; and

"(6) promoting the consultation of school systems with private employers in the development of curricula.

"(d) No payment may be made with respect to a plan supplement approved for purposes of this section in excess of 80 per centum of the cost of the activities proposed in such supplement.

"(e) Funds appropriated pursuant to subsection (f) shall be allocated among the States as follows:

"(1) 50 per centum of the amount appropriated pursuant to subsection (f) for any fiscal year shall be allocated on the basis of the number of individuals age sixteen to twenty-one, inclusive, residing in the State, determined on the basis of the most recent satisfactory data available to the Secretary of Labor;

"(2) 25 per centum of the amount appropriated pursuant to subsection (f) shall be allocated on the basis of the average annual number of such individuals age sixteen to twenty-one, inclusive, who are unemployed and residing in such State, determined on the basis of the most recent satisfactory data available to the Secretary of Labor; and

"(3) 25 per centum of the amount appropriated pursuant to subsection (f) shall be allocated on the basis of the number of such individuals age sixteen to twenty-one, inclusive, who are economically disadvantaged and residing in such State, determined on the basis of the most recent satisfactory data available to the Secretary of Labor.

"(f) There are authorized to be appropriated to carry out the provisions of this section $50,000,000 for fiscal year 1981 and such sums as may be necessary for each fiscal year thereafter.

"(g) As used in this section, the term 'economically disadvantaged' means a person who has, or is a member of a family which has, received a total annual family income which, in relation to family size, was not in excess of the higher of (1) the poverty level determined in accordance with criteria established by the Director of the Office of Management and Budget, or (2) 70 per centum of the lower living standard income level.".

TITLE VI—APPRENTICESHIP ACT AMENDMENT

AMENDMENT

SEC. 601. The National Apprenticeship Act (29 U.S.C. 50; 50 Stat. 663) is amended by adding at the end thereof the following new sections:

"SEC. 5. (a) The Secretary shall, in consultation with representatives of labor, management, and the general public, designate (1) 'shortage occupations' that are essential to the balanced economic growth and well-being of the Nation and that are suitable for training through apprenticeship and (2) occupations in which apprenticeship training is substantially underutilized.

"(b) The Secretary shall establish a program of research and development and may make grants or contracts for demonstration projects for the purpose of developing techniques and specialized methods for improving the effectiveness of apprenticeship programs in emerging or nontraditional apprenticable occupations.

"(c) The Secretary shall provide directly, or through grants, contracts, or other arrangements, technical assistance, promotional and training materials, and preservice, and inservice training for specialized, supportive, and supervisory or other personnel which is needed to provide additional apprenticeship positions in the occupations designated under subsection (a).

"(d) Upon designation of an occupation under subsection (a), and to the extent necessary to carry out the purposes of this Act, the Secretary shall provide for the reimbursement of not to exceed the costs attributable to the training of any apprentice in a registered program of apprenticeship for such

occupation (including wages, allowances, and appropriate related technical instruction or training costs) of not more than one-half the normal recognized term of indentured apprenticeship for such occupation incurred by designated local apprenticeship and training agencies, by employers of indentured apprentices, or by individual indentured apprentices. There are authorized to be appropriated to carry out the provisions of this subsection $60,000,000 for fiscal year 1981 and such sums as may be necessary for each fiscal year thereafter.

"SEC. 6. (a) Any contract entered into by any department or agency for the procurement of personal property or nonpersonal services (including construction), or for both such property and services, for the United States shall contain a provision requiring that the party contracting with the United States shall, to the extent that craft persons are to be employed in apprenticable occupations, employ a reasonable number of apprentices (as prescribed by the Secretary of Labor by regulation) in such occupations, and, to the extent that apprentices are to be employed in the furtherance of such contract, ensure that such apprentices employed shall be indentured to a program of apprenticeship registered with the Secretary of Labor in accordance with the provisions of section 6 of this Act.

"(b) The Secretary of Labor, in consultation with the Office of Personnel Management, shall take such action as may be necessary to promote the establishment of apprenticeship programs in Federal agencies.".

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96TH CONGRESS
1ST SESSION

H. R. 4534

To establish a program of full employment, vocational training, and employment placement for all young Americans willing and able to work, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JUNE 19, 1979

Mr. WEISS introduced the following bill; which was referred to the Committee on Education and Labor

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A BILL

To establish a program of full employment, vocational training, and employment placement for all young Americans willing and able to work, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Employment Act of 1979".

SEC. 2. The Congress finds that—

(1) the national rate of unemployment among youths is excessively high;

(2) the number of youths who have ceased to seek employment because of insufficient job opportunities is unprecedented; and

(3) employment problems faced by youth have not been adequately addressed by the Federal Government.

SEC. 3. (a) The Secretary shall establish a program to (1) provide financial assistance to States, political subdivisions of the States, and private for profit or nonprofit organizations established under section 109 of the Comprehensive Employment and Training Act, through the Youth Job Guarantee Office established under section 4 of this Act, in each labor market area of the country, for programs of training and employment in jobs on public service and private employment projects, for eligible individuals, and (2) provide special assistance to those eligible individuals who apply for such assistance, in accordance with the provisions of this Act.

(b) There is hereby established in the Department of Labor a National Youth Full Employment Board, to be composed of members appointed by the Secretary who shall include a majority of representatives from labor, civil rights, youth, and women's organizations, chosen from among nominees submitted by these organizations, which shall advise the Secretary with respect to the program under subsection (a).

(c) In carrying out the program under subsection (a) in any labor market area, the Secretary shall consult with the

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Board, and with the prime sponsor's planning councils established under section 109 of the Comprehensive Employment and Training Act which are located in that labor market area.

(d)(1) The Secretary, in carrying out his functions under this Act shall seek to reduce differentials in employment rates among various population segments.

(2) The Secretary shall carry out his functions under this Act in such a way that, within one year of the date of enactment of this Act, the rate of unemployment among youths aged sixteen to twenty-four, inclusive, in any political subdivision of any State shall not exceed 10 per centum of the total labor force in such subdivision; within two years of the date of enactment of this Act, the rate of unemployment among youths aged sixteen to twenty-four, inclusive, in any political subdivision of any State shall not exceed 3 per centum of the total labor force in such subdivision; and within three years of the date of enactment of this Act, jobs should be supplied for all youths aged sixteen to twenty-four, inclusive, within a reasonable period.

SEC. 4. There is hereby established in the Department of Labor a Youth Job Guarantee Office, to be headed by a Director to be appointed by the Board, through which the Secretary shall carry out the program under section 3(a), in order to ensure that any eligible individual who applies for

assistance under this Act shall be placed in useful and rewarding employment in a job on a project assisted under this Act or in other private or public employment. The Secretary shall establish a local office of the Youth Job Guarantee Office in each State.

SEC. 5. (a) In carrying out the program under section 3(a) through the Youth Job Guarantee Office, the Secretary shall, under regulations established by the Secretary—

(1) insure that among projects planned adequate consideration is given to such individuals and groups as may face special obstacles (as defined in section 11(6) of this Act) in finding and holding useful and rewarding employment and shall provide or have provided through the coordination of existing programs special assistance, including counseling, training, and, where necessary, transportation and migration assistance;

(2) enter into agreements with any agency or organization described in section 3(a) for public service and private employment projects to be administered by such agency or organization, and such agreements shall provide for assurances that (A) an annual independent audit of the project will be submitted to the Secretary, through the Youth Job Guarantee Office, (B) books and records of such agency or organization relating to the project shall be available for reasonable

review by the Secretary through such Office, (C) no eligible individual employed or applying for employment on the project shall be discriminated against because of that individual's sex, race, color, religion, national origin, political affiliation, or belief, (D) applicable provisions of chapter 15 (relating to political activity of certain State and local employees) of title 5, United States Code, will be met, (E) an annual report describing and evaluating in detail the project will be submitted to the Secretary through such Office, and (F) the provisions of section 6 will be complied with;

(3) in the case of any application from any State or any political subdivision of a State to enter into an agreement under paragraph (2), require that the application contain—

(A) assurances that such fiscal control and fund accounting procedures will be adopted as may be necessary to assure proper disbursement of, and accounting for, funds received under this Act,

(B) assurances that any woman employee on such a project shall be entitled to a maternity benefit of not less than six-months' leave without loss of pay or other employment benefits, and

(C) such other information as the Secretary deems necessary,

and approve any such application which meets the requirements of subparagraphs (A) through (C);

(4) refer any eligible individual who applies in person for assistance under this Act, as appropriate (A) to private and public employment placement facilities, (B) for placement in jobs on public service and private employment projects conducted under any other Act and assisted under section 3 of this Act, or (C) in the event that, after attempting placement under clauses (A) and (B) for a period of five days after the date of the individual's application for assistance, there is not a high probability that successful placement for the individual will occur, then placement will be made in a program under section 3; and

(5) in cases where the Secretary, through the Youth Job Guarantee Office, determines on the basis of evidence obtained with respect to any otherwise eligible individual, that the individual is not in fact able or willing to work (and no such determination shall be based upon an individual's failure to work under any circumstances where such failure results from an unlawful employment practice prohibited by section 703 of the Civil Rights Act of 1964), declare that individu-

al to be ineligible for assistance under this Act, and provide for appropriate administrative appeal procedures to review such determination if any appeal is sought within thirty days thereafter, which shall include procedures for the enrollment of that individual in the Job Corps, as provided in paragraph (3)(B), while such appeal or any judicial review of such determination is pending.

(b)(1) Any agreement entered into under subsection (a)(2) shall provide for reimbursement by the Secretary of the additional cost to the agency or organization described in section 3(a) of the public service or private employment project administered by such agency or organization.

(2) Any individual referred to a program under this Act shall be deemed to meet the eligibility requirements for such program.

SEC. 6. (a) All laborers and mechanics employed by contractors or subcontractors in any construction, alteration, or repair (including painting and decorating) on projects which are assisted under this Act, shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary in accordance with the Davis-Bacon Act (40 U.S.C. 276–276a–5), or those of trade union standards, whichever is higher. The Secretary of Labor shall have, with respect to such labor standards, the

authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267) and section 2 of the Act of June 1, 1934 (40 U.S.C. 276(c); 48 Stat. 948).

(b) The Secretary, through the Youth Job Guarantee Office, shall not enter into an agreement under section 5 unless the Secretary, through such Office, determines that—

(1) prevailing or trade union standards, whichever is higher, for the health, safety, and other conditions applicable to the performance of work and training on the project to be assisted are established and will be maintained;

(2) appropriate workmen's compensation protection will be provided for employees on this project;

(3) the project will not result in the displacement of employed workers or impair existing contracts for services or result in the substitution of Federal for other funds in connection with work that would otherwise be performed;

(4) no employee shall be paid less than the prevailing or union wage, whichever is higher, in effect in the area; and

(5) all employees shall receive compensation (A) that bears a positive relationship to their qualifications, experience, and training, and (B) that will effectively

encourage them (from an economic standpoint) to advance to other employment.

SEC. 7. No person shall, on the ground of race, color, religion, age, sex, national origin, political affiliation or belief, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving financial assistance under this Act.

SEC. 8. The district courts of the United States shall have jurisdiction over any action brought seeking relief, including injunctive, declaratory, and other appropriate forms of relief as well as damages, by any person or by any class of persons deprived of rights created by or under this Act, which rights shall include, but not be limited to the right to useful paid employment at the rate of compensation provided by this Act, and any person or class of persons who has been so deprived by the United States shall be entitled in an action brought against the United States to recover damages, together with costs and reasonable attorney's fees.

SEC. 9. There are authorized to be appropriated for each of fiscal years 1981, 1982, and 1983, such sums as may be necessary to carry out the provisions of this Act.

SEC. 10. Section 109 of the Comprehensive Employment and Training Act is amended by adding at the end thereof the following new subsection:

"(g) In addition to its functions and responsibilities under subsection (a), each planning council shall—

"(1) identify local needs for additional youth employment opportunities, and, under guidelines established by the Secretary under the provisions of the Youth Employment Act of 1979, shall select and plan projects for assistance under such Act which shall provide public service and private employment (as such term is defined in section 11(2) of such Act) for young Americans; and

"(2) under standards, criteria, and guidelines established by the Secretary under the Youth Employment Act of 1979, monitor and evaluate projects assisted under such Act.".

SEC. 11. For purposes of this Act—

(1) the term "Secretary" means the Secretary of Labor;

(2) the term "public service and private employment", when used with respect to a project, means any project providing new or expanded goods or services to the public, which reflects the needs and desires of the local community served by the project, and may include any project providing social services, community health services, day care facilities, legal aid, public

transportation, housing, recreation, cultural activities, sanitation, and environmental improvement;

(3) the term "Board" means the National Youth Full Employment Board established under section 3(b);

(4) the term "eligible individual" means any individual aged sixteen to twenty-four, inclusive, who is able and willing to work but who is not employed and who is unable to obtain employment other than by assistance under this Act;

(5) the term "able and willing to work", when used with respect to an individual, means any individual who, by application in person at a Youth Job Guarantee Office established under section 4, or at any regional office thereof, seeks assistance under this Act in obtaining a job, regardless of any visual, motor, or hearing impairment, mental retardation, or other handicap;

(6) the term "special obstacle", when used with respect to an eligible individual's efforts to find or hold useful and rewarding employment, includes past or present discrimination or bias on the basis of sex, color, religion, or national origin, physical or mental handicap, past or present receipt of public assistance, residence in a depressed urban or rural geographical area, past or present status as a member of the Armed

Forces of the United States, unemployment resulting from relocation, closing, or reduced operations of industrial or military facilities, and such other special obstacles as the President or the Congress may from time to time designate for such purpose;

(7) the term "political subdivision" means any city, county, town, parish, village, or other general purpose political subdivision of a State; and

(8) the term "State" means the several States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

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Ladies and gentlemen, I am very pleased, at the beginning of this hearing today in Los Angeles, to have as our first witness Mayor Tom Bradley, who has a very strong personal interest in the employment problems of youth in Los Angeles.

Both as a friend and as chairman of the committee, Mr. Bradley, we welcome you as the first witness this morning.

STATEMENT OF TOM BRADLEY, MAYOR, CITY OF LOS ANGELES

Mayor BRADLEY. Mr. Chairman, members of the committee, thank you very much for the opportunity to appear and testify this morning.

May I first of all commend the chairman, Congressman Gus Hawkins, for his lifelong commitment to providing employment opportunities for all people. Gus was involved in that effort, the time that he served in the State assembly. And he has continued that commitment and that kind of interest as he has served us in Washington. We are very proud of that.

And I am pleased that this committee has come to Los Angeles, among other cities in this country, to explore what I think is really one of the more critical problems facing this Nation. So I commend you, each of you, for your commitment and for taking the time out of a recess period. You know, people think that because you are in recess that you are off on a gambol somewhere relaxing, enjoying yourselves, lolling in the Sun. We know differently. We know that you are ever on the job, working on behalf of the people, not only of your own district but of this entire Nation.

I have a brief statement which I would like to present to the committee. I hope that these hearings held here and in other cities throughout the country will draw national attention to the seriousness of youth unemployment in America, and to the predictable tensions that result from that problem in this country's metropolitan areas. I consider youth unemployment to be one of the more ominous dilemmas facing this Nation. Go into any big city in America and you will find that problem.

You may not see this room filled with unemployed youth, but I can tell you, we can take you out here to the street corners of South-Central Los Angeles and East Los Angeles, and you will find hordes of them lounging on the street corners, sitting in doorways. They have given up on the possibility, the hope that they can get a job. And they simply sit and while away the day.

There are so many of these unemployed young people that nobody really knows the exact count. The Department of Labor will give us a figure of somewhere in the range of 37 percent unemployed. In Los Angeles, I can tell you we estimate that this number ranges anywhere from 40 to 50 percent among young blacks who are unemployed. The Spanish-speaking community has a similar kind of tragic figure.

These figures are hard to comprehend. Nearly half of our young can't earn enough at a job to support themselves or their families. Place yourselves in their position. Imagine the despair that you would feel. Imagine the agony under which you would have to live.

Small wonder then that we see so many lives wasting away, nodding off in doorways or in schools from drugs and alcohol. No wonder we

hear about them snatching purses, breaking into homes, or robbing stores, turning to destructive lifestyles. No wonder they become dropouts and outcasts from our society.

These young people aren't given a chance to have the dignity that comes from the fulfillment of earning one's way or working hard to get ahead. For them, there is no dignity, only despair.

That is one of the reasons why the polic records and probation reports and the juvenile courts time and time again confirm the fact that the hopeless syndrome of youth unemployment is the greatest breeder of vandalism, crime, and illicit drug use in our neighborhoods and in our schools. At a time when our national priorities may be set on slowing down the inflation, becoming energy independent, or providing affordable health care, let us not forget those among us who can't even find a job. Unless they are given a chance, they are doomed to living their lives in a revolving door of frustration and poverty with little opportunity of escape.

Since nearly three out of four people live in the Nation's cities, clearly the problems associated with high unemployment are most acute in our metropolitan areas. And I am pleased that this committee, in the proposed legislation before it, has recognized this reality.

Many people believe as I do that youth unemployment has the greatest potential for creating chaos in America's cities. And we must do something about it—and quickly. Unless we can find the means of developing a new supply of jobs for the young who seek new employment opportunities, by our inaction we are unwitting contributors to the deprivation of spirit for hundreds of thousands of our youth who could become useful, productive citizens.

That is why I consider H.R. 4465, the Youth Employment Act of 1979, to be one of the most crucial pieces of legislation to come before the Congress in this session.

While I have given much thought to the subject of high unemployment among today's youth, especially minority people in the metropolitan areas, I have no panacea for this problem, nor do I know of anybody else who has found one. But this legislation is a big step forward.

There are, however, some substantive approaches which I feel may be helpful in attacking this dreaded problem. And I would like to cite some of them for you now.

One thing I have noticed is the particular need for greater coordination between our schools at the high school level, private industry, and Government, primarily the Department of Labor, in developing both short-term and long-term remedies for the youth unemployment problem. High schools must be the principal place where more emphasis is stressed on training and educating our youngsters in the ways of the world of work.

Local private businesses should work more closely with their neighborhood schools to develop more relevant curriculums to produce better workers. Government must provide incentives, both financial and psychological incentives, to encourage better coordination between schools and the job market.

There is also a need to chop away at the bureaucratic redtape which discourages private employers from participating in the Government-sponsored training programs. Many potential employers avoid

getting involved in the job training effort simply because they don't want to go through all the trouble of filling out the countless forms of hassling with the complex regulations. Simpler rules and more up-to-date training programs would certainly increase private companies' participation, and they would help reduce the numbers of unskilled workers who are jobless and without hope.

In this same vein, although legislation can't control it, it is high time that corporate leaders and small business firms faced up to their responsibility of putting something back into those communities from which they secure their profits. Nowhere is this neglect more obvious than sections of town where the poor and where minorities live.

I can point to you a mile to the west or a mile to the east, and give you two good examples of private enterprise abandoning the inner city, neglecting their corporate responsibility. I speak of Goodyear Tire Co., which just last Friday announced that it was closing the doors of its plant over here at Florence and Central, a plant in the heart of the black community, a plant which employs hundreds of minority workers. Where are they to go, except to the unemployment lines? Though they are assured 80 percent of their salary for a period of about a year, that is of little hope to people who have given almost their entire lives in support of that industry.

Just a mile to the east, Firestone Rubber Co., with a similar kind of plan to close its plant and to move its activities to other parts of this country or perhaps to someplace in South America. It seems to me that these two examples point up really one of the critical problems in our country, where industry will move because it is easy to do so, now because of the great road networks, because of the housing developments that have taken place in the suburbs, where the workers now can live more easily and more comfortably, where new plants can be built with Government subsidies or tax incentives, with little thought to what it is going to do to those areas from which they move.

You can't tell me that there is no longer a need for automobile tires. I see too many automobiles on the streets of southern California. You can't tell me that it is going to be cheaper to transport those tires on trains or in trucks all the way from the south out to the west coast where most of the automobiles are located.

There is something wrong with the priorities when two major corporations like that will suddenly pull out and leave this community with the responsibility of trying to find jobs for those hundreds of workers who are left unemployed.

Now, the same pattern has been true in other employment groups, whether it be supermarkets or major merchandise stores. We have had this happen over and over again, right here in Los Angeles. But we are not the only city in the country where that has occurred.

And we simply must require of the corporations in this country that kind of social awareness that they have an obligation, having taken the profits out, to keep those facilities in those communities where they can provide jobs where the jobs are most desperately needed.

Businesses must take more seriously their responsibility for training and employing people. As much as we are able to do in Government, the ultimate source of jobs in this country must be the private sector. And we have simply got to find ways of encouraging them, either on their own to produce those jobs, or training opportunities, or to take

advantage of the Government programs that make it easier for them to finance the operation of these training programs, and then to move these young people in particular into long-term permanent jobs.

By committing to this, by giving something back to their consumers, the private sector employers could play a much more significant role in reducing the rolls of the unemployed. At the same time, they would help themselves by increasing their markets by making their communities more economically viable.

Back in the Middle Ages, they had a concept which was almost forgotten in the years since. Craftsmen and other specialized workers were effectively trained under what was called apprenticeship programs. Now at last we are putting more emphasis on apprentice programs here in this country. H.R. 4465 is commendably seeking to encourage even greater emphasis on that concept. With the backing of the Federal Government and with the support of trade unions and schools, apprentice programs could be a significant way to train young people in quality workmanship, which would certainly benefit them and us.

Better education and better job training are two ways to come to grips with the problem of high school unemployment. And this proposed legislation is our best hope for the future. We in this community, and I am sure the record is true in other cities around the country, have seen the skills training program not only provide excellent preparation in training young people for jobs, but having a tremendously successful record, 80, 85, sometimes higher, in the percentage of placement in those jobs, once the training period is over.

I think we ought to examine where the failure is, why we in our high schools aren't able to do a similar job. If people who have dropped out, who are in the job market and are in search of skills that will permit them to get jobs, are able to go to skills training centers, get that training, successfully complete it and then go on to a job, perhaps we need to take a new look, a new emphasis in our high schools. Certainly we need to continue to encourage and support the programs in which the skills training program is made possible.

There was an editorial run in the Los Angeles Times recently. And I thought it eloquently described the problem. And I would like to read for you just a brief quotation from that editorial.

"Unemployed youth and young-adults, uneducated, unskilled and without hope, represent wasted lives, devoid of dignity and denied a place in this society. These youngsters are boat people within their own country. And they should be brought ashore."

The Youth Employment Act of 1979 could be that lifeline that we can use to pull them ashore, to give them hope, and a real sense of dignity.

Mr. Chairman, members of the committee, thank you very much.

Mr. HAWKINS. Thank you, Mayor Bradley. May I again commend you. It isn't often that the head of a major city personally presents the views of that city. I think it is remarkable that in this instance you thought the subject matter was such that you came yourself rather than sending someone. I think that is highly commendable.

H.R. 4465, as you probably know, has as its general objective to provide what we would estimate to be about a million jobs for young people at an approximate cost of $3.5 billion. The point has been

raised that this is expensive. However, the sponsors are thoroughly committed to the idea that it is a lot more expensive if we don't provide these jobs. I think you have indicated a close correlation with crime and the rising crime rate, which is only one of the many costs that are involved in not providing these jobs. May I, in connection with that, again ask you to emphasize that point? Because too frequently, when we speak of cooling off the economy, and using unemployment as a means of fighting inflation, the same people shun the idea that there is any connection between unemployment and the crime rate. You have mentioned vandalism in the schools, certain other criminal tendencies, muggings, and the growing number of robberies and other matters within the city of Los Angeles, as elsewhere. As Mayor of the city of Los Angeles as well as an individual who has had long experience in the police department, recalling your own experience in the police department before assuming the higher pedestal of your present position, it would seem to me that your views on this subject may be relevant to the work of this committee.

Do you see a very close connection with the idea of continuing higher levels of unemployment, or even today talking about an 8-percent unemployment rate within the next year? Do you see a connection between that and the fears and anxieties that we have as citizens about crime in our cities?

Mayor BRADLEY. There is an indisputable connection between unemployment and the crime rate in a community. And I can tell you this, based on my own experience in law enforcement, as a lawyer, and now as an elected official. That is one of the reasons that I am aghast when I hear people say, "Well, we have got to cool off the inflationary rate by creating more unemployment." You know, it is bad enough in times when we think we have an unacceptably high unemployment rate of 6 or 6.5 percent nationwide. Because we overlook the fact that there is a very large number of perennially unemployed who haven't even been touched by the thousands and millions of jobs that have been created.

So if you compound that problem by creating more unemployment to cool down the economy, you are just exacerbating a problem which already exists because of these thousands and thousands of young people in every major community who haven't been able to get into the job market in the first place who are now going to find it even more difficult.

And they are going to survive even if it means they have got to steal. And that is the message we need to get across to people. These people are here. They are going to exist. They are going to find the means, whether it is mugging some elderly lady on the street or breaking in somebody's home. We are seeing far too much of that.

Mr. HAWKINS. You also spoke of the responsibility of the private sector in terms of moving away from present locations to new ones. You cited some rather specific examples; Goodyear, in one instance. Also, we are aware that General Motors is laying off in the area. As you will recall, and I think you were involved in the question of Sears, which has moved many of its locations from the inner city. Do you believe that in some way any of this is due to governmental rules and regulations or policies on the one hand that might have encouraged

this, and on the other, do you believe that some form of Government activity or intervention is required either in the form of tax incentives or notices to laid-off employees? I am not sure specifically how you think the Federal Government should become involved in this in a positive and aggressive manner.

Mayor BRADLEY. In those instances, I was speaking more to the responsibility of the private corporate sector, because I think it is their judgment, their decision to move, to close down a plant, which is at the center of this issue. While there may be some Government regulations that may have been part of their problem, I don't think that that is significant.

They have seen an opportunity, in my judgment, to close a plant which is 50 years old and to build a new one, move to a labor market where they can hire workers for two-thirds what they have to pay them here, simply because they are not members of organized labor. And so they take the easy approach. And I am suggesting that I think that in the long run, that is destructive, not only of the economic viability of the community from which they have moved, but ultimately of the entire Nation.

Mr. HAWKINS. Thank you very much.

Mr. Tauke.

Mr. TAUKE. Thank you, Mr. Chairman, and thank you, Mr. Mayor. You talked about the youth unemployment problem and some of the concerns that you have here in Los Angeles, which are, I have to say, something of an education to me, coming from a State like Iowa.

Could you tell me what State or local programs, if any, have been undertaken to try to deal with some of these problems?

Mayor BRADLEY. The city, through the summer youth employment program, has been able to hire somewhere in the range of 17,000 young people this summer. We have been able to get the private sector to join with us in a very intensive job program for the summer. And in the range of somewhere close to 50,000 jobs, part-time or full-time, have been created by the private sector.

There is a new movement which is really just getting under way under the guidance of Vice President Mondale that I think is going to help, where National Alliance of Business is taking the leadership to promote job training and take advantage of the Federal programs to create jobs in major cities of the country. This has helped considerably. But I think the ultimate problem is that we are finding with the new CETA regulations that we are handicapped somewhat in continuing the maintenance of as many jobs, productive jobs as we did in the past.

We are going to have to turn to the private sector. And whatever incentives we can offer them, I think the better off we are in our efforts to create these jobs in the private market.

Mr. TAUKE. Is the State of California active in this area?

Mayor BRADLEY. Yes.

Mr. TAUKE. In what ways?

Mayor BRADLEY. The State works very closely with local agencies of Government through their Department of—I am trying to think of the name. We used to call it the Department of Employment. But that is the agency through which the jobs programs are——

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Mr. HAHN. It is called Human Resources.

Mayor BRADLEY. Human Resources.

Mr. HAHN. They put fancy titles on.

Mr. TAUKE. In this morning's news, you probably heard that the Joint Economic Committee of Congress came out with a new economic report, which certainly was very pessimistic in terms of the future. But there was one thing that was a little bit different from this economic report. It suggested that instead of cooling off inflation by raising the unemployment rate, what we have to do is increase productivity.

It seems to me that is an approach which falls into the discussion we are having today. The question then seems to be now whether or not we should do that by providing some method of stimulating the private sector through tax incentives.—The Joint Economic Committee apparently placed some emphasis on tax cuts—or whether we do that through some direct Government programs. Do you have any observations you could share with us as we consider that question?

Mayor BRADLEY. I think the concept of increased productivity is a program that must be supported in a partnership effort by organized labor, or the labor representatives, the workers, and the employers. And this is whether it is Government or the private sector.

And there has been, as you all know, a program or a series of programs designed to encourage that kind of sensitivity. And I think we have made some progress in that regard, but not enough. And I guess the thrust which was generated 3 or 4 years ago when there was a national commission that had that responsibility has now pretty much diminished. There is no ongoing thrust directed by the Federal Government so that these programs are coordinated and that everybody got into this act.

That is going to have to be an ongoing concept. We can't simply, whenever the economy begins to turn sour, say, "Well, we have got to increase productivity now." It has to be something that is a part of the work ethic throughout the year and throughout the years. I think that needs to be promoted by Government as well as by the private sector.

Mr. TAUKE. Thank you, Mr. Mayor.

Mr. HAWKINS. Mr. Weiss.

Mr. WEISS. Thank you very much, Mr. Chairman.

I too want to express my very sincere appreciation to you, Mr. Mayor, for underscoring the very critical nature of the problem that you are facing, that we are facing throughut this country. I sometimes think that as a society we really don't want to know how serious the dimensions of the problem may be that we are dealing with, or that we are not dealing with.

And in that context, I was impressed by the figure that you cited of the tremendous unemployment among young people when you said that it runs, you think, between 40 and 50 percent, but that nobody really knows for sure what those numbers are. And that seems to be the case throughout the country both locally and nationally.

I wonder if you think that it might be worthwhile under national auspices, certainly under local and State auspices, to try to promote a very serious effort at census taking, at counting the numbers of

actual unemployed, both among youth and adults. We tend to stop counting after a certain period of time. We count only those who are fortunate enough to have had jobs. And then when their unemployment runs out, that seems to be the end of it. We don't really concern ourselves very much with it.

And with youth, of course the problem is even vaguer. I wonder whether in fact you think there might be some merit in our really trying to determine just exactly how broad and how deep this problem is.

Mayor BRADLEY. Well, it is true that I think they stop counting when people are no longer looking for jobs. And I can tell you that many of these young people, perhaps most of them who are in that 40 to 50 percent unemployed category, have never been able to get a job, and they have long since given up any hope. So they can't be counted. There is no way you are going to pin them down, and say "This person makes up a part of that statistic."

If the unemployment rate is 13 percent among the population in general, we think that that is serious. But here we have got something that nobody really argues with. If you just take a bottom line minimum estimate of 30 percent, let's settle for that, you don't have to produce any figures to know that you have got at least 30 percent unemployment rate among minority youth in many cities across this country. That is tragic.

You don't need any further documentation to establish that tragedy. So, while it may help us to know precisely what the figure is, I don't think it really counts that much in terms of our knowing that we have got a job, we have got a problem. We have got the seeds for serious consequences in this country. And let's get on with finding ways to provide the job training and the job opportunities.

Mr. WEISS. One of the programs which was newly created in 1977 and which the chairman's legislation seeks to expand upon is the youth incentive entitlement program, which for the first time sought to tie in continuation of education with employment. Kids would have a basis for being able to stay in school and be encouraged to come back to school, if in fact they had left. I wonder if you have any indication what the experience has been here in Los Angeles with that program, and the extent to which you think an expanded program really would find other kids who have not been able to be provided for under the limited program that has so far been in existence?

Mayor BRADLEY. Yes. I think that concept has demonstrated that it can work, and I think that further emphasis ought to be given to it. The key to finding a job in some cases is simply inability to comprehend instructions. If you can't understand instructions, nobody is going to hire you. So education is at the heart of this whole matter. And I am not going to try to speak to the problems faced by our school systems. They are enormous.

But we have to find the means to make a better connection between the training in our schools and the job market. And we are finding now that the private sector is expressing greater interest in providing support. They are pairing with schools in their communities now. And they are trying to provide counseling and training and guidance and direction.

We think that is going to help. We have had good response, and that is something that has just started. We believe that that kind of connection between the employment market in the area where these schools are located and the youngsters in these schools is going to be a great help.

Mr. WEISS. During the sixties, in my own city, and I know in other parts of the country including Los Angeles, there were great expressions of unhappiness and total disillusionment with the failure of society to deal with the very real problems of people who were poor, people who were unemployed, people who were minorities.

And I have a feeling that sometimes we tend to think that that was in the sixties and it could not happen again. I wonder what your thoughts are if, assuming that the unemployment levels continue to rise as they are expected to now by everyone, including the administration, as the chairman indicated, in excess of 8 percent, and if that is geometrically increased as far as young people are concerned, to above the 40-, 50-percent mark that you had suggested, What do you think are the likely consequences of our failure to deal with that kind of rise in unemployment?

Mayor BRADLEY. Well, the ongoing crime problem is going to be with us on a constant basis. But there is always the threat. When I refer to the seeds of chaos, right here in our city, that is exactly what I was referring to.

When there is that kind of hopelessness and despair, when there is frustration and anger that boils up in someone day after day after day, you can expect that almost anything can set off a spark for that kind of individual.

It was predictable in 1965, though most people weren't willing to listen to those kinds of predictions. So we don't say that with any degree of threat, and we hope that we are not offering some self-fulfilling prophecy. I think we simply have to face up to that reality.

There is, in the cities of this country, the climate by which we can have further unrest, further frustration, further violence. And I think that we need to get on with our job of trying to find ways of minimizing that kind of frustration and despair.

Mr. WEISS. Thank you very much.

Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you.

Again, thank you, Mayor Bradley, for the contribution which you have made to this committee. We certainly want to thank you also for the cooperation which you have always extended to us.

Mayor BRADLEY. Thank you.

Mr. HAWKINS. Thank you.

The next witness before the committee is the Honorable Kenneth Hahn, chairman of the Los Angeles County Board of Supervisors. Supervisor Hahn is, I think, a byword in Los Angeles County as well as throughout the State. We are deeply grateful to him for all the things that he has done. I am personally grateful to him for the wonderful cooperation which we have always had in various programs and projects that lie within my own congressional district, which for the most part also lies within the area represented by Mr. Hahn.

We are also deeply indebted to him for the hospitality of the building and its facilities today. It was through him that the hearing was

brought to this facility. Certainly, on behalf of the committee, we wish to thank you for that also, supervisor, and we certainly look forward to your testimony, which I am quite sure will represent not only your own views, but, I think, to a large extent reflect the views of the county government here in Los Angeles.

[The prepared testimony of Kenneth Hahn follows:]

ATTACHMENT A

TESTIMONY OF KENNETH HAHN, CHAIRMAN OF LOS ANGELES COUNTY BOARD OF SUPERVISORS

Mr. Chairman and members of the subcommittee: I am Kenneth Hahn, chairman of the Los Angeles County Board of Supervisors. I am pleased to appear before you today to share my views on the employment problems facing the youth of our community. My testimony will address the extent of youth employment needs in our community, give an overview of the county's present youth employment and training programs, identify the problems that are unique to our community, and offer recommendations on what needs yet to be done to promote increased cooperation between the agencies serving our youth so that we can improve our effectiveness in implementing federal legislation.

UNIQUENESS OF LOS ANGELES COUNTY

We address ourselves particularly to the needs of the disadvantaged youth in our community because we know that youngsters who are living outside of the labor force often live in depressed, run-down neighborhoods; they are often school dropouts; they engage in illegal pursuits for pocket money; delinquency and crime thrive in this atmosphere of idle hopelessness; and they can only look forward to adult lives of unemployment and/or underemployment and dependency on welfare for a livelihood.

Our population presents additional problems unique to the area: the multi-racial, multi-cultural composition combined with an unusually high number of welfare recipients intensify the need for effective alternatives to unemployment.

LOS ANGELES COUNTY CETA YOUTH PROGRAMS

The County of Los Angeles has participated as a prime sponsor under the comprehensive employment and training act (CETA) of 1973 for the past six (6) years. The department of community development administers the CETA program, as well as the housing and community development block grant funds, the community services administration programs, and the juvenile justice funds provided by the law enforcement administration act (LEAA). Planning for FY 1980, the CETA program is expected to expend over $94,910,211 and will serve 100,000 urban county CETA participants. Programs include those under title II–B and II–D, C, IV–A and IV–B, and VII, designed to meet the employment needs of the disadvantaged and unemployed throughout the county's prime sponsorship.

An estimated 30,000 young persons are potentially eligible for CETA programs in the Los Angeles County prime sponsorship area. Unemployed youth number 53,000 with a heavy concentration in minority groups.

SPECIALIZED YOUTH PROGRAMS

Our youth programs are designed to serve those experience severe handicaps in obtaining employment. We seek to achieve a linkage between actual work experience with the career aspirations of participating youth in order to present a job training program tailored to the needs and desires of each individual. The youth community conservation and imprisonment project (YCCIP) is designed to employ youth in supervised work projects with tangible results which would benefit the local community, and the youth employment and training program (YETP) is geared to provide a work experience in-school component, as well as an on-the-job training and classroom and work experience out-of-school component.

Over 18,500 youth participate annually in our seminar youth employment program (SYEP). This program, designed to provide work experience for disadvantaged youth, has a unique feature of combining funds for material and

supervision from the housing and community development act (HCDA) with CETA funds to restore and refurbish low-income housing in targeted HCDA areas within the urban county. The combination of the HCDA and CETA goals has made this one of our most successful programs.

YOUTH PROGRAMS PROVIDE MODEL FOR H.R. 4465

Los Angeles County has the capacity to integrate the various federal assistance programs. Particularly, the department of community development has formed linkages with the educational agencies, employment services, and private business segments provided for in H.R. 4465.

To be more effective, however, we need increased appropriations and greater flexibility within the CETA guidelines to allow for longer, more intensive training periods combined with realistic vocational goals.

BARRIERS TO YOUTH EMPLOYMENT IN LOS ANGELES COUNTY

While Los Angeles County reflects problems common to other urban communities such as the higher incidences among minority youth of unemployment, low educational attainment, and involvement with drugs and crime, we also have problems unique to our community.

Recent years have shown an increasing influx of immigrants to the area especially Hispanics, Asians, and American Indians, whose presence exacerbates the language and cultural barriers to gainful employment. Youth from these groups are often in direct competition with other disadvantaged youth for unskilled, seasonal, and low-skilled jobs. Adequate transportation continues to be an ever present need with suitable job opportunities not available in depressed areas. Additionally, job-intensive industries have relocated outside the county decreasing the availability of higher paying jobs for the area's youth.

RECOMMENDATIONS

We have identified several areas that we feel need to be addressed to further our youth employment efforts.

I. Educational/vocational opportunities

We need to build a stronger link between learning and earning. Educational institutions need to become more involved in preparing youth with employable skills. Too many young people come out of school without the necessary tools to compete for decent jobs in today's job market.

Federal programs must specify stronger linkages between employment services and educational institutions and provide additional funding to promote vocational training programs. Increased financial assistance to develop stronger vocational training components truly reflective of changes in industry is necessary.

Our educational agencies should be able to work directly with employers to identify the skills needed to do a job as well as how available skills can be transferred to other occupations.

II. Public service employment: More job opportunities

The expansion in subsidized public service jobs provided for in H.R. 4465 should concentrate on providing needed services to local communities. We need to provide useful work and training opportunities to young people rather than paying them for not working, or, worse yet, putting them in dead-end job situations. Federal legislation could be effective in tying a public service job component to public works capital projects; therefore it is very important to consider linking employment and training efforts to public works and economic development programs. Legislation should also emphasize the importance of private business sector involvement combined with active community participation.

III. Increased flexibility in program regulations

The Los Angeles County labor market has a large number of available, highly skilled and technical jobs and a large pool of unskilled youth unable to take advantage of these opportunities. CETA administrators need to work closely with private industry to develop increased business opportunities in the urban

county and to utilize this employment and training potential as provided in CETA title VII.

However, more flexible and simplified program regulations would better enable CETA administrators to form linkages and plan integrated programs at the local level. Continued success of our CETA projects will hinge on experimentation combined with vigorous evaluation and monitoring.

IV. Specialized youth programs

Increased federal appropriations are needed for specialized services for the most severely disadvantaged youth, those who are functionally illiterate and have language deficiencies, those who are minor mothers, those who have criminal records or drug problems, or those who are handicapped. We need to seek out and develop job opportunities to fit their individual capabilities and requirements, and provide them with individualized counseling and support services, all of which are costly. Unemployed youth today are the welfare recipients of tomorrow. We cannot afford to neglect and ignore their problems.

CONCLUSION

Gentlemen, I am very pleased to have had this opportunity to testify before your subcommittee today. I strongly believe that this nation's growing problems with youth are related to a lack of meaningful job opportunities. Many youth see no reason to stay in school when they know that jobs are severely limited in quantity and quality and that must be the focus of all of our efforts.

I urge you to give serious consideration to these recommendations. We need these federal incentives to enable us to improve our services to our needy youth. Again, thank you for this opportunity.

ATTACHMENT B

HEARINGS ON YOUTH EMPLOYMENT OPPORTUNITIES—TOPICS OF DISCUSSION

I. INTRODUCTION

Youth employment needs in Los Angeles County.

Youth unemployment is reflected in high social costs to the community.

II. LOS ANGELES COUNTY CETA PROGRAM

Administered by the Department of Community Development. Thirty-thousand (30,000) youth are potentially eligible for CETA, with heavy concentration of minority youth and youth out of school.

III. SPECIALIZED YOUTH PROGRAMS

The Youth Community Conservation and Improvement Projects (YCCIP), which employs youth in community improvement projects, and the Youth Employment and Training Program (YETP), which combines school, work experience, and on-the-job training.

IV. AGENCY COORDINATION

Los Angeles County CETA youth activities are coordinated with the California State Department of Employment Development (EDD), Local Education Agency (LEA), and Community-Based Organizations (CBO).

Future plans include greater involvement with organized labor and the private business sector. Summer Youth Employment Program (SYEP) with HCDA improved low-income housing in targeted HCDA areas.

V. YOUTH PROGRAMS PROVIDE MODEL FOR H.R. 4465

Department of Community Development (DCD) has the capacity to implement provisions of H.R. 4465 by integrating Federal assistance programs and forming linkages with the educational agencies, employment services, and private business segments in the community. We need increased appropriations and more flexibility to be effective.

VI. BARRIERS TO YOUTH EMPLOYMENT IN LOS ANGELES COUNTY

Not enough funds to meet the demand;
Low educational attainment;
Language and cultural differences;
Limited transportation prevents access to jobs available in the labor market; and,
Lack of coordination between agencies serving youth.

VII. RECOMMENDATIONS

A. Strengthen educational/vocational programs

We need to build a stronger link between learning and earning. Youths need basic tools and real work experience. Federal programs need to specify linkages between employment services and educational institutions and provide additional funding for vocational training programs.

B. Public service employment: More job opportunities

Public service employment should provide needed services in the community. Federal legislation should provide more job opportunities through public works capital projects.

C. Increased Flexibility in Program Regulations

More flexibility and simplified program regulations would allow for integrated planning.

D. Specialized Youth Programs

We need increased appropriations for severely disadvantaged youth. Unemployed youth of today are welfare recipients of tomorrow. We cannot afford to neglect or ignore their problems.

VIII. CONCLUSION

Solution of youth problems is related to meaningful job opportunities.

STATEMENT OF KENNETH HAHN, CHAIRMAN, LOS ANGELES COUNTY BOARD OF SUPERVISORS

Mr. HAHN. Thank you very much, Congressman Hawkins.

And my welcome to Congressman Ted Weiss of New York and Congresman Thomas Tauke of Iowa. Well, we have never had in our community, Gus, a Congressman from Iowa or New York visiting, and I welcome them. You are here all the time, so all I am going to say is "Hello" to you.

Mr. HAWKINS. You also have a lot of people from Iowa as your constituents, I am quite sure.

Mr. HAHN. Yes. I think we have 7 million people in Los Angeles County. And we have so many people from Iowa that we have even banquets in Long Beach. That is another one of our small cities. We have 81 cities in Los Angeles County. You have heard from the mayor of the No. 1 city, Mayor Tom Bradley. But it is my job as the chairman of the board of supervisors, which is the governing body for the county, to get along with 81 mayors and 81 city councils and 15 Congressmen. And they are not all like Gus Hawkins. He is a giant, not only in Congress but here in Los Angeles County.

And I salute him. Because this building that we are in right now—Mrs. Moore, you know that—was built out of the model cities funds. And in this room we have had so many fine discussions with the communities that want a better life.

You are in the heart of Watts. We call it the Florence, Firestone, Willowbrook, Watts area. You are in the unincorporated area of Los Angeles, on this side of Central Avenue. But we are one family. I am a supervisor over 1.5 million people in my own district. I have four Congressmen under my own district. This is a very large county with many problems.

Out of 7 million people 1 million are on public assistance. And the board of supervisors administrates the welfare program. We administrate the judicial system, the courts. Across the street is the sheriff's station. This very morning, 14 years ago, this whole city was aflame with the Watts riots. You could not have been here holding this hearing without the National Guard and the sheriff and the police department with their bayonets to give you that protection.

This very spot, a block down the street, a few blocks on Central, we had 100 fires, $50 million worth of damage, thousands of people arrested, thousands injured, 40 or 50 people killed, right in this area where you are now. It was the largest major civil disobedience action that was recorded in America outside of the Civil War itself.

You are in the area. And I am glad you brought this committee here, not to the Beverly Wilshire Hotel and not to the city hall, but here. Here is where the problems are. Here is where the people live. Here is where the people are frustrated. I liked your statement about what happened in the sixties. What is happening now is the mass unemployment of the youth of America. It is an indictment of our school system and an indictment of our free enterprise system and an indictment of the government processes, to have in Los Angeles County right now, 57,000, the latest statistics that I have, of youth that are frustrated and without a job.

And they are going to turn to something if they do not have a job. They are going to be so frustrated that they will turn to crime. And they will be turned off with government.

I testified before the McCone Commission. That is a Commission of Members of the Congress that was named after John McCone who was President Kennedy's Director of Central Intelligence Agency, CIA. He lives in Los Angeles. And after the Watts riots, Governor Pat Brown asked him to convene a special commission. What caused the Watts riot? What caused it? And they had hearings after hearings after hearings.

And really, when I testified, I said, "We can solve it with a four-letter word, a good four-letter word, j-o-b-s, jobs." And when I read your bill, Congressman Hawkins, I read it over the weekend, word for word, House Resolution 4465. I said, "This is the answer to America, to give jobs." It is the most powerful bill that is before Congress, outside of the security of life itself with the SALT Treaty.

Your Humphrey-Hawkins bill was a giant, progressive legislation, named after my friend and yours, Hubert Humphrey, and yourself. I was glad both of you were the authors. You have helped me in this district with Roosevelt Park and Martin Luther King Hospital. The only hospital that has been built in the so-called ghetto, or in the black community, in California, was the Martin Luther King Hospital. It is located at 120th and Compton. And we are at 79th and Compton. And if you have time, I want you to visit it. It is a $50 mil-

million medical center, the best that there is in the Nation. But Congressman Hawkins helped me get that.

And we have paved our streets and our alleys and we have good parks and libraries. But we need new jobs. I hope that your committee, Congressman Hawkins, would follow this through, on reevaluating our educational system. I think we should reevaluate the curriculum to see if it meets the criteria of the present stage. Something is basically, fundamentally wrong with our schools, to have, out of 10 students, 6 will drop out and 4 will graduate.

You take a child that will go to Seventy-Ninth Street School, maybe go to John Muir or Edison, go to Fremont High School. And by the time the child starts, to the time they graduate, only four will graduate, in a free public school system. Six will drop out.

I think your committee should demand from the schools of the big cities of America—you as Congressmen, you don't have to have a Ph. D. in education, although I taught at Pepperdine College. I have my master's degree in education. I have my secondary credential. You don't need that to say, what is wrong with the schools? What is turning the kids off to the schools that they won't learn? There is a great relationship between learning and earning.

If you cannot learn, how can you get a job? In the county, we have a civil service system, 75,000 employees in 50 departments. The whole gamut of life and resources of government at a local level is in the county of Los Angeles system. When you are born you get a birth certificate. When you die you get a death certificate. And everything in between it is the county facilities.

But, you know, we have young people graduating from school that can't even fill out the application. And they have a high school diploma. They can't even read the words and interpret them to fill the form out. Imagine graduating from high school in 1979, students that cannot even fill out a form.

It is a basic fault of the schools. Listen, I think this committee should criticize the schools on education and labor. What are you doing? You are developing with the taxpayers' money a tremendous school system. But what are you doing with it? What are you doing with it?

What a failure. If our schools were like Chrysler automobile, they would have gone bankrupt, too, because they are not producing enough people to fill in the jobs that are needed.

Pick up the paper Sunday. There is a whole section in our local newspaper with want ads, wanting people to work. If your television set goes out, you have to wait a week or two to get a television repairman to come to you. And the first thing he would say to you is, "It is $25, Mr. Hahn, before I come into your home and another $25 if I fix it, and another $25 if I carry the television out to the shop."

If you want a plumber and they charge $20 an hour, $25, you have to almost be nice to the plumber to be sure he comes to you. If you want an electrician, if your car is wrecked and you take it to a shop, you have got to wait weeks to get the body fixed or the fender fixed or to get a tune-up job.

There is a shortage of mechanics and tradesmen. What has happened to our system that we have a vocational system in the schools and they are teaching them how to weave a basket or how to decorate a

cake? Unless they are going to be cooks, that practical knowledge will not get them a job.

In this county right now, the board of supervisors, which is the governing body—there are five of us that govern this County—we could hire 1,000 registered nurses for our hospitals, 1,000 right now. We can't get them. Every hospital, private and public, is short. Why aren't the schools preparing the young people to be nurses? Why don't they find what jobs are needed, with a computer if necessary, or go door to door, if they don't want to use a computer? What jobs are necessary and what is the educational process to get those jobs?

You know, I think it is a shock to me personally to have Goodyear Rubber Co., which is six blocks from this place—Gus, you might show them at lunch. Go down here to Central and up Central to Florence or go down to Alameda from this street here and go down six blocks to Firestone, at Firestone Boulevard. And by the way, if Firestone moves out of here, I am going to have that road changed back to Manchester. Because we changed the name to Firestone Boulevard for our Firestone plant.

But you have got two major plants that employed the people of this community which are going to shut down. We have Chrysler that is going to shut down. And that means lots of jobs here.

We have Hoffman Electronics at 36th and Broadway moving out. We had the Fluor Corp. move out to Orange County. We have major industrial plants leaving the so-called ghetto, whatever that is called.

And I think your program is a good one, is a good one. It is practical, it is reasonable. And it is a challenge to the—there is something wrong with Americans' free enterprise system. I don't know. I am not a philosopher in economics or understand what is in the corporate minds of these large corporations. But there is something wrong with the system. To say that we have the potential of young people working—they are frustrated. They can't get a job.

We have enterprise that should be training and hire them and we can't put them both together. But what happened? The local government then gets the mess. We get the mess. We get the welfare rolls. And like I say, 1 million out of 7 million people are on some form of public assistance. It costs the county board of supervisors $200 million a year just to administer a Federal welfare program.

You want to know why people are frustrated with their taxes? It is that kind of stuff. The county government has to take care of the juveniles that are arrested. Mayor Bradley is the mayor of the city. But the police department is not responsible for the juveniles that are arrested. It is the county government, we have the probation department. We have the Juvenile Halls. We have 10,000 boys and girls in Juvenile Hall right as I speak, many of them from this district.

We have 111,000 homes that were burglarized last year in this county. We had an epidemic. 51,000 were committed by teenagers under 18, burglars in the home. People are buying, with their hard-earned money that they get from social security and welfare checks, buying bars and alarms, burglar alarms for their homes, because they are frustrated, and the crime rate is so high.

We had a case Saturday, a judge, a good friend of mine. His mother was visiting from Mississippi. They had a family reunion. And at

12 noon Saturday—she was 85 years old—a young teenager beat her to death. And today this judge is taking his mother back to Mississippi for the funeral.

We had 51 murders in this county, 51 murders where a burglar was recognized by the person that owns the home, and they beat them up so they wouldn't testify.

And it is a real crime, Gus, to have the old people, the old people that are afraid to go to the store, afraid to go out at night. They think somebody is going to beat them up and kill them for money.

What is wrong with America today? What is wrong with America? The highest crime rate in the world. There is so much greed in America. At one time, we are two worlds. They have to use political influence to get their yachts in the county yacht basin, at the marina. "We got a big yacht and we want a space." There is not enough space for the yacht owners.

If you want to go to a fancy hotel or a restaurant, you have to phone for reservations weeks ahead of time to get a good room, to get a good meal. If you want to go to Palm Springs or something, you have to go—the money we have on one side, the Cadillac cars. We have the all-time record profits of the oil companies.

It is obscene to have Standard Oil, Mobil, all of them, reaching all-time profits in one quarter. And yet you have crime and poverty on this other side, in the United States of America. This is why the public is frustrated.

I have a prepared talk for you. And I haven't gotten into it. I won't. I will leave it for your staff to read. But——

Mr. HAWKINS. Without objection, Supervisor, that prepared statement will be entered in the record preceding your remarks.

Mr. HAHN. But I feel frustrated. I have been in local government 32 years, as city councilman of Los Angeles, a county supervisor. And I say, something is wrong with America. Something is wrong, to have this vast source of human resources available, strong, healthy young people, and then they can't get a job.

The system turns them off. And this is the land of the free and the home of the brave. And, you know, we wave the flag and we wear it in our lapels. And we say "America." And then the young people who are standing around the corners, turned off and mean and ugly. And he will rape. He will take somebody's purse, yank it off, knock them to the ground. He will go into their homes, rip them off. He wants drugs. He wants alcohol.

And we aren't doing anything about it. That is why I was so pleased to read your bill, word for word. Oh, I said, "This could be an answer." Combine your bill with a positive educational program in our schools, working with free enterprise to train them, then you would not have to shut down Firestone or Goodyear or Chrysler.

Some of these young people that are in the Juvenile Hall today, starting their life of crime, and when they start Juvenile Hall at 14 and 15, they will enter the county jail when they are 18 or 19, and in our State prison when they are 21. It is a life of crime. If you would look up the records, and I have them available, some people start in the early age their life of crime, from poverty areas.

You could turn it all around. Who knows that some of the teenagers could be educated and trained by your bill, Gus, could not have been

the persons that would work for Chrysler, and say, "Hey, this is wrong with the system here. This is what we should be doing. We should be styling a new car."

Who would believe that somebody worked and trained on your bill couldn't be working at Firestone in the research department, at Goodyear? And say, "Hey, this is why the company is not making any profit. You are doing it wrong. Change it."

I don't think that your bill is something that is a temporary job. I am looking at your bill to explore the minds of these youth. We could have a lot of new ideas, in the field of medicine, in the field of transportation. I am not looking at your job as just somebody pushing a broom, raking a park.

We could do something with our great universities and our great medical centers in the field of research, and move America again. Thank you.

Mr. HAWKINS. Thank you, Supervisor Hahn.

Since I have meetings with you frequently, I can get a lot of answers from you. Instead, let me turn the questions over to the other members of the committee.

Mr. Weiss.

Mr. WEISS. Mr. Chairman, I have no questions. I am terribly moved and impressed by the statement that the Supervisor has made. And I think that he underscores again the very critical nature of the problem that, not Los Angeles County but America faces. Thank you very much.

Mr. HAHN. When you see Governor Carey of New York, give him my regards. Because Congressman Hawkins brought then Congressman Carey to my office during the Watts riots. And he stayed with me 3 days and toured the area. And he was so interested in our problem here, as a Congressman, that he wanted to get a firsthand knowledge of the situation.

Mr. HAWKINS. Mr. Tauke.

Mr. TAUKE. Thank you, Mr. Chairman.

Supervisor, you certainly did present an interesting statement. I am anxious to read your prepared one and see how they compare.

Mr. HAHN. Well, you know how the staff prepares you the statistics.

Mr. TAUKE. It appeared to me that during the course of your statement you were suggesting to us that perhaps the real problem isn't job opportunities as much as it is job training. Now, we can go to the schools—and I will probably—in fact, we have talked to school people before. Probably what they would say is that discipline problems in the school are so bad, they have a hard enough time keeping people in line, much less teaching them anything. They would complain about the drug traffic in the schools. The teachers would tell us how they feel threatened. And they would suggest that the problems lie elsewhere.

What do you think is the problem with the school system?

Mr. HAHN. Well, as a basic problem, the students are not motivated enough that presentation of the material in the classroom does not challenge them. A good teacher will challenge a mind to get the best out of that mind.

And either the system has got so many requirements from the Department of Education, fulfilling so many legal requirements, or the

curriculum has been prepared for the 1920's and we are in the 1980's. But something is at fault, that there is a serious dropout rate with the system.

You would have to get back to the classroom itself and say, "What are you teaching? How are you teaching it? Why don't you make it more interesting?" A principal of Gompers, which is 114th and San Pedro told me—a long time ago. They have got a new one. He said, "Virtually, I have to lock the classrooms to keep the kids in the classroom. They will wander out on the streets." I say "What?" "Well. I have to really lock the classrooms because the kids won't come, they won't stay in their classes, and they are not motivated."

Now, we could look at my home and your home, that we have many visual aids and extra teaching facilities in our home, like our newspapers and our magazines and our television and radio. Many of the poor people do not take an afternoon paper. So they don't even know how to read a newspaper, or take the National Geographic. Or their families are so poor that they cannot take them to Europe or to even a national park or to a museum, to get their interests and to motivate their thinking.

So the schools in these ghettos have twice, maybe three times the difficulties that a Beverly Hills school has that have all sorts of aids for that student. For every six students there is a teacher. And they have motion pictures and field trips and every sort of enrichment program.

The chi'dren of the ghetto are denied all those fine things that enlarge on the educational process.

Mr. TAUKE. I think that when you mention motivation that is perhaps the key. But it occurs to me it is asking a great deal from the schools. Looking back at my own life, while I attended very fine schools that had many of the great things that you mention, I probably would have had many occasions when I would have just as soon not gone to school. In fact, when I went to college and law school and could skip classes, I often did it.

But the reason that I would go back is probably because of home, and the fear that I had of what would happen if I didn't go back. I don't know how you instill that if it is not present in the family.

And I can certainly see why education isn't valued by many.

Mr. HAHN. Well, the fundamental problem is the home. How can you have a strong family in this county? I used to keep the statistics from the county clerk. How many marriage licenses were issued every year and how many divorces were granted in the same courthouse.

And now we are getting almost one marriage license to one divorce. The family is torn apart. There is no stability in the family. And that has a tremendous bearing on the children. And that makes the double handicap for the teachers, I realize that.

But it is the family. That structure is the big one, and the fundamental one. I agree.

Mr. TAUKE. One final question. What does Los Angeles County do in the area of youth employment?

Mr. HAHN. Well, we run the summer employment program for the county. We have a representative of the Community Development Department to answer any technical question of the amount, where they are located, the amount of money.

We are operating the CETA program for the adults. And by the way, that is a very good program and should be encouraged to be continued. We are working with such leaders as Ted Watkins here in Watts to hire the summer youth. We are giving them handyman programs where we have a program that I started with Ted to take an old old person's home that lives in Watts or Florence-Firestone, maybe a widow on a fixed income. And she cannot afford a plumber or an electrician or a carpenter.

And the youth of Watts will go out, what we call a handyman. They will actually fix the roof, put in a new sink, paint the house, put screens on the doors, and brush it up, with no charge. And that is out of the community development program.

And it keeps the neighborhood from becoming a ghetto, but it keeps the little person that is on a fixed income with no sort of additional revenue, who couldn't hire a plumber at $25 an hour or an electrician, they keep their house in good shape. And we are doing that.

Mr. TAUKE. I get the impression from you and Mayor Bradley that all of the youth employment programs that are now available in this area are designed for the 40 percent who stay in school, because they are all summer employment programs. Am I correct in assuming that? And there really is very little available or directed toward the 60 percent who drop out.

Mr. HAHN. We have that. But this program is an all-year program.

Mr. TAUKE. Is it fair to say that there is very little directed toward the 60 percent who are dropping out of high school?

Mr. HAHN. I would say it is a fair argument. We have a modified program, but not a good one. That is why this bill is such a shot in the arm. This is the answer. Congressman Hawkins has the answer to the problems, not only of the people of Los Angeles. Every major metropolitan area will have the same problem. If you would go to Atlanta or San Francisco or New York or Chicago, you would have this problem. It would be repeated.

Mr. TAUKE. Is the reason that the State and the local governments—I am not being critical—have not addressed this youth employment problem for those who are permanent dropouts? Is it because they don't know what to do, or they don't have the funds to do it?

Mr. HAHN. Well, both of them. Both of them. We had a measure passed in California called proposition 13. And that has already restricted county government, which is the delivered of all these human resources programs. Proposition 13 took $738 million away from the county budget.

Now, our budget is $4,200,000,000. We have the largest county in the United States of America. A $4 billion budget. But proposition 13 took $738 million away from it. Now, we have got fat, we have got frills. But you cannot say $700 million. And what is that gong to do?

I have to leave shortly because the supervisors—and I am presiding—we have a budget session. I started the budget session last Wednesday. And last Friday, or Thursday afternoon till 5 o'clock in the evening, the room was filled with the people pleading with us to restore the mental health program.

And you know, I felt sick when I went home at night. Here we have the poor saying to us, "Do not cut the mental health. It is strapped as

it is." This coming week we are going to have the people pack the board room, when we are going to have to close down health centers, eliminate some health facilities in our major hospitals.

We are going to have to balance our budget. The legislature has shortchanged us $42 million on the bailout. The enormous problems have been focused on local government. You know, it is almost awesome. They expect the county supervisors to solve the crime problem, the school problem, the health problem and the job problem.

Local government faces this. We face it. When I walk in the building, I will have people say to me, "Hey, I need a job," or, "My son is in jail," or "My mother is in the hospital and she needs better treatment." And local government is attacked by everybody.

The public, the county employees don't think they have got enough money and threaten to strike, and pull a general strike on Los Angeles County. Last week we stopped it. We had a potential strike of all lifeguards at the beaches Saturday and Sunday of this week. We stopped it.

But there is terrible frustration with employees. There is terrible frustration with the public. And these problems that you say we should—we do not know the answer. And money will not cure it all. But I will tell you, if you don't have that, we can't even begin to solve it.

Mr. TAUKE. Well, thank you, Supervisor. You probably have a higher confidence rating than Congress. Thank you very much, Mr. Chairman.

Mr. HAHN. No, no, you have a high rating. I disagree with that. I think if you look at the record of stewardship—and I am what you would call a practical politician. But I say, the system works well in America. If they do not want you to be in office, the public every 2 years or 4 years will get somebody else.

And it works well. Your colleague and your chairman of your committee here is the senior elected official in California, assembly, State, county. And if he was not a good steward, the people know, they would turn him out. They reelect him because he provides that leadership, not only for our district but for the Nation.

And he is sensitive to the needs of the people. And I think if Congress would not be afraid—maybe as a collective body we can't understand what you are doing at times. But as individuals, if you would realize that you are a symbol to the people of the Federal Government in your district—he is a symbol. Whenever I see him, I see the U.S. Government. I am confident. My Government works well as long as I know that kind of a person is in office.

And since Watergate, everybody has said they lose faith in Government. I think the media has overplayed that. I think they have overplayed that. I don't think the people have lost faith in their representative of Government. That is what your body is called, the House of Representatives. You are representative of the people. You are a symbol of the Government and the authority of the Government when you go home.

And I think we should have a big campaign to turn around the image of elected officials. Some are bad. There are bad bankers and bad corporation executives and bad actors and bad newspapers. But rank

and file. I have great confidence in our system of Government, and my own Congressman, too. You can tell that.

Now, this is not an endorsement.

Mr. HAWKINS. Well, I will use the record, anyway.

Mr. HAHN. All right.

Mr. HAWKINS. Thank you, Supervisor Hahn. As usual, you have inspired and contributed greatly to this subject. We are deeply thankful for your remarks today.

Mr. HAHN. Very nice to meet you, Gus.

Mr. HAWKINS. Thank you.

The next scheduled witness is Mr. Kenneth Fare, acting chief probation officer. I understand however, that he will be represented by Ms. Mary Haegele. Ms. Haegele, we are pleased to welcome you, on behalf of the acting chief probation officer of Los Angeles County. You may proceed. We have a written statement from you which will be entered in the record in its entirety. As a matter of fact, you may proceed to deal with it as you so desire.

[Prepared statement on behalf of Kenneth Fare follows:]

PREPARED STATEMENT BY MARY HAEGELE FOR KENNETH F. FARE, ACTING CHIEF PROBATION OFFICER, LOS ANGELES COUNTY PROBATION DEPARTMENT

With the advent of the War on Poverty in the mid 1960's—the Economic Opportunity Act, the Manpower Development and Training Act, and related programs—correctional administrators recognized that the field of corrections could contribute to resolving the broad social problem of unemployment as well as its own professional manpower problem by developing new roles for nonprofessionals, including the offender group, in correctional programs. Recognizing the danger that short term strategies offered no impact upon employment or upon agency goals, official status in personnel classification and compensation structures became an important component in developing a career oriented project. With the introduction of the Community Worker Job Training Program in September, 1966, the Los Angeles County Probation Department began to train and employ persons theretofore classified as unemployable.

Our initial efforts in providing on-the-job work experiences to youth in the 16-21 year age group came in September, 1965 with the advent of the Neighborhood Youth Corps (NYC). Approximately 170 disadvantaged youth were employed on a part-time basis in many field offices and facilities during each year of the program's existence. Many of these youngsters, previously without hope and destined to become labeled "hard core", made excellent use of this opportunity to gain training and career advancement. It was our experience that these youth developed theretofore suppressed concepts of self worth through purposeful involvement in the performance of agency tasks. The development of work habits through the performance of actual work was accompanied by improved school adjustment. As a result, many of these enrollees returned to school on a full time basis, or as a result of their training and experience, gained employment in the County and in the private sector.

Our past experiences with programs linked with education, such as the Urban Corps, and our current experiences with the Work Study Program have given us additional insights into the benefits of this approach. Participatory involvement, i.e., work experience, is invaluable in providing lasting insights, direction, and career definition to the youthful participants. As an added benefit, many student participants who might otherwise have been denied the opportunity for experience in the regular job market are able to enjoy vocational exploration in related fields on the basis of their involvement in this type of program.

In addition to our participation in the NYC and Community Worker programs during the mid 1960's, the Los Angeles County Probation Department provided employment and work experience to enrollees in the Adult Employment Program (AEP), the Work Incentive Program (WIN), the Mexican American Opportunity Foundation (MAOF), the Neighborhood Participation Program (NAPP) and a variety of others.

Most of these programs were replaced by the Concentrated Employment and Training Act which retained a focus upon the hiring of the indigent and unemployable. Throughout the course of our experiences with these programs, it has become apparent that the use of non professionals, usually indigenous to the areas served, contributes to the expansion of correctional services by alleviating many of the traditional problems of providing correctional services to offenders. Because of their awareness of the communities in which they work, barriers typically imposed by cultural differences, professional status, communication difficulties, lack of motivation and ignorance of offender needs are diminished.

At the present time, the Los Angeles County Probation Department employs approximately 75 youth under the provisions of CETA Title One, the majority of these positions being allocated to juveniles in residence at treatment facilities. In addition, selected juvenile offenders are offered an opportunity for volunteer participation in a Work Development Project operated by the Los Angeles County Department of Parks and Recreation. By heir intrinsic nature, participation in both programs tends to be terminated upon either the release of participants from the treatment facility in the first instance, and upon completion of expected program tenure in the latter. The proposed legislation offers a needed opportunity for these youth to build upon their experiences and continue personal growth.

The impact of employment upon criminal activity is difficult to assess in quantitative terms; however, there is a high correlation between criminality and limited socialization experience. Our county's institutions, particularly its schools, provide major arenas wherein cultural values and ethics with respect to work and social intercourse are developed. The combination of work experience and educational pursuit stressed in the proposed legislation offers an invaluable growth experience to its enrollees during the formative years of adulthood and will develop critical awarenesses of attainable goals of which there was no previous knowledge. Equipped with a wider range of choices as a natural by-product of the work experience, the enrollee is likely to build upon his achievements rather than limiting his choices to public dependency or crime.

STATEMENT OF MARY HAEGELE, ON BEHALF OF KENNETH F. FARE, ACTING CHIEF PROBATION OFFICER, LOS ANGELES COUNTY PROBATION DEPARTMENT

Ms. HAEGELE. Thank you, Congressman.

I would like to start out by saying that Supervisor Hahn is certainly not only a difficult act to follow, he is an impossible one. And we see him as the supreme spokesman for Los Angeles County.

I would like to start by reiterating what Supervisor Hahn said about jobs. On Saturday we had the opportunity of visiting San Quentin State Prison in connection with the juvenile rehabilitation program which Los Angeles County is participating in with the prison. And of all the convicts that we spoke with, without exception, convicts stated two things; one, that on the streets there is an availability of guns and an unavailability of jobs. The average age of the convicts that we spoke with was about 28 years old.

Several of them had been incarcerated since the age of 19 in the State prison system. So I think that speaks to Supervisor Hahn and his plea for jobs.

I don't think that we need to go through the entire statement here of the Los Angeles County Probation Department, since it is historical. But I think that it is important that we explain what the probation department is doing at the present time.

At the present time, the Los Angeles County Probation Department employs approximately 75 youths under the provisions of CETA title 1. The majority of these positions are allocated to juveniles in residence at treatment facilities.

In addition, selected juvenile offenders are offered an opportunity for volunteer participation in a work development program operated by Los Angeles County Department of Parks and Recreation.

By their intrinsic nature, participation in both of these programs tends to be terminated upon either the release of participants from the treatment facility or upon completion of expected program tenure in the latter volunteer program. The proposed legislation offers a needed opportunity for these youth to build upon their experiences and continue their own personal growth.

The impact of employment upon criminal activity is difficult to assess in quantitative terms. However, there is a high correlation between criminality and limited socialization experience.

Our country's institutions, particularly its schools, provide major arenas wherein cultural values and ethics with respect to work and social intercourse are developed. The combination of work experience and educational pursuits stressed in the proposed legislation offers an invaluable growth experience to its enrollees during their formative years of adulthood and will develop critical awarenesses of attainable goals of which there has been no previous knowledge.

Equipment with a wider range of choices as a natural byproduct of the work experience, the enrollee is likely to build upon his achievements rather than limiting his choices to public dependency or crime.

Thank you, gentlemen.

Mr. HAWKINS. Thank you, Ms. Haegele.

The one criticism which is often directed at the type of proposal which is before the subcommittee, H.R. 4465, and that is that the bill specifically relates to youth employment. There are those who say that at a time when General Motors, the Goodyear plant and other such facilities are closing up and terminating skilled, experienced adult workers, that there just aren't going to be jobs for those who have not really entered the labor market before, or those who are not skilled or trained.

Do you see a particular need, regardless of economic conditions, and regardless of the fact that adults may be losing their jobs for some special groups who, whether or not this was happening, would still be without employment, such as young people who have not yet received their training and have not yet received experience in the labor market and also those individuals such as parolees or those on probation?

Ms. HAEGELE. I would say that based upon our personal experience within the probation department, we have to look at the young people, and we have to develop some kind of work ethic very early in life. We certainly don't look upon our older, more experienced probationers as though they have all the skills necessary.

But the young people that we deal with need to establish some kind of work experience probably as early as 15 and 16 years old. Because they have other kinds of social issues that they need to deal with.

Many of them are from broken families. Many of them are willing to work but in being provided the opportunity to work, they are not really in touch with the fact that that means that you have to get up at 7 o'clock in the morning and that you have to dress a certain way, and that you have to follow rules and established procedures.

By the time these young people are in their twenties and early thirties, it makes it a much more difficult task to deal with them at that

age. So sociologically speaking, from the impact they would have on our system, it is our belief that young people need the opportunity not only to gainfully be employed, but also to develop the work ethic which carries on throughout the rest of their lives.

Mr. HAWKINS. Do you have any cost figures of what this may cost the probation department to deal with individual cases? Or do you have it broken down in that fashion?

Ms. HAEGELE. Institutional care?

Mr. HAWKINS. Institutional, plus the post-institutional care.

Ms. HAEGELE. Yes. Institutional care is probably the most staggering figure at this point. To keep a young person in Juvenile Hall averages about $70 a day. This average carries over into the probation camp system and in some instances I believe the figure goes as high as $85 or $90 a day for a special treatment program.

The cost of supervision, wherein the person reports to a probation officer in the community, is considerably less, although the figure probably would be staggering if we would sit down and figure out all the administrative and overhead costs involved in that. It would probably average somewhere around several hundred dollars a month.

Mr. HAWKINS. Is this cure in any way related to employment? In other words, at the end of the period of incarceration, either in an institution or on, let us say, probation or parole, what are the prospects of that individual obtaining employment?

Ms. HAEGELE. At the present time, we are operating a contact program, which is an ex-offender employment program. This is a joint effort between the Federal Bureau of Prisons, the California Department of Corrections, Los Angeles County Probation Department. And the prospects for the people that come through the contact program are considerably better than those that are hitting the streets from the county jail.

The prospects for employment at any level are probably not too good right now. But as a term and condition of probation, if a person is to go out and seek and obtain suitable employment, that could range from anything from working in a carwash to shining shoes, as long as they are gainfully employed and they report to their probation officer, and it meets with the treatment plan.

On the other hand, several people who have become involved in criminal behavior, especially at the Federal level, are professional people who run large companies, and as a condition of their probation, are having to employ exoffenders within their own companies, which is a very innovative approach to sentencing.

Mr. HAWKINS. Thank you very much.

Mr. Tauke?

Mr. TAUKE. I have no questions.

Mr. HAWKINS. Mr. Weiss?

Mr. WEISS. Yes.

Ms. Haegele, could you give me some idea of the program content of the in-residence programs?

Ms. HAEGELE. I can speak to you about the probation department camps which are operated for young boys in Los Angeles County.

Mr. WEISS. Fine.

Ms. HAEGELE. The camps are residential treatment facilities located generally in the outlying areas of Los Angeles County. The age aver-

ages probably about 15.5 years old. We have had young people in camp probably as young as 12 and 13 years of age. The maximum age is 18. And the camps offer a variety of programs. Several of the camps concentrate on increasing a child's educational level. In fact, most children that go into the camp program come out of the camp program several grades above what they entered at.

Several of our camps are work programs wherein the kids participate in grounds maintenance. We used to have fire suppression work, which was not online firework. And we have some vocational programs wherein the young people learn skills such as welding and automobile mechanics.

So basically, depending upon the child and which camp program best meets his needs, which are assessed at the time he enters the program, he can be sent to a variety of programs. And at the end of that program he is then released back into the community, under the supervision of a probation officer for a determined period of time.

Mr. WEISS. Now, are these the programs under which you have the 75 youths currently employed?

Ms. HAEGELE. That is right.

Mr. WEISS. How long have these camp programs been in existence?

Ms. HAEGELE. Well, the camp programs have been in existence for well over 20 years.

Mr. WEISS. Do you have any kind of followup or records which would indicate what happens to the people who go through these camps, as far as return to school, job placement, and/or recidivism?

Ms. HAEGELE. I believe we would be able to document the first two. The recidivism rate is a questionable statistic, as it relates directly to the camp program. We do have a tracking system for every child that leaves a probation facility.

I would think that realistically we would probably be able to track back for 3 to 5 years.

Mr. WEISS. Again, without including the names of any of the people who are involved, would it be possible for you to provide summaries of the experience that you have had in tracking them, to the committee? I don't mean right now, but would you be able to submit it to the committee for our future consideration?

Ms. HAEGELE. I don't think that would be an unreasonable request.

Mr. WEISS. Fine. Thank you very much.

Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you.

Ms. Haegele, we appreciate your testimony.

Ms. HAEGELE. Thank you, sir.

Mr. HAWKINS. Thank you.

Is Mr. Ray Harris in the room? Yes, I see you, Mr. Harris. Mr. Ray Harris is director of Teen Post, Inc., of Los Angeles.

Mr. Harris, we are certainly pleased to have you before the committee, as a representative of Teen Post, Inc. This committee has been actively involved in that program from its inception. As a matter of fact, a great amount of the concept was developed in the subcommittee and the full Education and Labor Committee. We certainly appreciate your being present this morning as a representative of that group and we look forward to your testimony.

STATEMENT OF RAY HARRIS, TEEN POST, INC., LOS ANGELES

Mr. HARRIS. Thank you very much, Mr. Chairman.

I would like to say, there is no point in me sitting here inundating you with a lot of percentages and figures of the problems of youth throughout the county of Los Angeles, and also throughout the United States. And I cannot sit here and represent the county of Los Angeles, city of Los Angeles or the Federal Government.

I can only represent myself, a person working within the community for something like 15, 20, 25 years, directly with poor people.

And I think the biggest problem is not just money but a cooperativeness with community-based agencies such as ours, such as other poverty programs that are derived from the 1965 conflict here in Los Angeles. I think that we ought to make a cooperative effort between the Federal Government, the State, and the county. It seems as if there are billions of dollars coming out, and by the time it gets to the community, there is only dribbles.

It is somewhat like the horn of plenty. It is big at the top and when it gets down to the community it is small. Perhaps we should turn the horn of plenty around and put little in and let it come out more in the community.

I think one of the basic problems, for the Teen Post, Inc., program alone, we have something registered like 8,500 kids. Out of those 8,500 youth between the ages of 16 to 22, we only have 340 of those youngsters in the SYPED program this summer, which is a very small percentage.

How do we get the money there? We think that crime, vandalism, so many things, are produced because of this type of thing. We are out in the community working night and day. We have statistics on the people who are arrested, statistics on the people who are counseled by the probation department and by many other people. But then what about the statistics that don't even show?

That is the frightening thing. With our senior citizens who can't even get on the bus any more without our youth snatching their purses, or being robbed in the streets. Those things are frightening.

No longer can the old folks sit out on their porch on a hot evening and enjoy fresh air. They must be locked up and couped up in air-conditioning. Not just the old folks, the youngsters too. Even the good youngsters, the so-called good youngsters cannot walk the streets, cannot go from one neighborhood to the other.

I think that the employment bill that you have now before you is the best thing that ever happened to Los Angeles, and probably for the rest of the United States. But the important thing is that it gets down to the community. That is the most important thing, that its gets down. How do we do it? I don't know. Maybe the supervisor has the answer. Maybe the probation department. Maybe the schools have the answer.

We know that a lot of our problems stem from the schools. We try to work with the schools. Sometimes they turn us away. But we have to do something for those youths. And I think the only way they can be helped is to get away from the establishment and cooperate more with the community-based agencies who are dealing directly in the commu-

nity, or working directly in the community, sacrificing, yes, sacrificing literally their lives to help the community and protect the citizens in the community.

Thank you.

Mr. HAWKINS. Mr. Harris, I think that all of us are greatly concerned. When I say "all of us," I am referring to the Federal level—at what we sometimes refer to as a slippage between programs that originate at the Federal level, are authorized and then funded. Yet, we hear considerable criticism of those individuals for whom the programs were intended, that somehow these programs do not reach them, or they are not participating in the programs.

It is a great problem. It isn't only here in Los Angeles. I can assure you that it is elsewhere. You haven't really offered any solution to it, but you have identified the problem.

Mr. HARRIS. Is there a solution, Congressman?

Mr. HAWKINS. Well, there had better be some type of a solution, because I think that we cannot, at the Federal level, continue to get these programs authorized and funded unless we can assure those who participate or those who sometimes have to be convinced, or almost dragged into supporting the program, that that is what the program is all about.

Most of these programs, as you know, have been decentralized. We attempted for a long time to operate many of the programs at the Federal level. Local governments around the country insisted that this was wrong and that we had to decentralize the programs. That process has been going on. Now, we are hearing the other side. This is true in all of the programs. It is true in Head Start as well as Teen Post. It is true in CETA. It is true in the community block grant program through HUD and so forth.

There has been some tendency on the part of this subcommittee to include community-based organizations in all of the bills which we have drafted. Yet, we see a reluctance on the part of local groups to deal with community-based organizations.

I was going to suggest, or at least ask you whether or not there are sufficient resources at the local level on the part of organizations, and Teen Post is an organized group, but there are other organized groups in connection with the various programs, whether they in any way could assist us in monitoring those programs. As Federal officials, we are not supposed to be also authorizing and funding the programs and then administering the programs. You can see how sometimes a conflict may arise in that.

As a result of that, we sometimes have not attempted to deal with the administration, because we wanted to keep that separation. Yet, we are the ones who are blamed when the programs don't operate correctly, because they say: "Well, isn't it Federal money? Weren't you responsible for the money in the first instance? How is it that you cannot have any control over the money itself?"

I am wondering whether or not there is a possibility of local groups in a way assisting us. There is nothing wrong with the local groups themselves monitoring the programs and obviously presenting their results about the operation to those of us at the Federal level. If we

find, for example, that there is mismanagement, that money is being misused, if there are such things as abuses creeping in, in terms of recruitment or in terms of personnel, in terms of the wrong individuals enjoying the benefit of the program who do not really, on a strict basis, qualify, or who are not the neediest, then obviously there is something we can do about it.

But we have to do that, really, in conjunction with local groups. If a Teen Post group, for example, submitted to me a complaint then I can do something about it. And when I say "I," I am personalizing it merely by placing myself into the role of an individual who has to depend on local people.

Do you see any possibility that there could be a greater relationship between these local groups at the community level and those of us at the Federal level who try to get these programs in the first instance?

Mr. HARRIS. I think that the problems are basically at the local level, not with the Federal Government. I think that Congress has done a tremendous job in getting money out to the different cities throughout the country for youth employment or whatever.

I feel that concerned citizen groups should be established. And I think that the local government should use some members from those concerned groups in order to write their proposals and to help implement them. And it should not all be done by the county and the city or the local government, but have some input from the grassroots people.

I think that would help tremendously. I think that is kind of hard for, say, Teen Post to go out and complain against the city of Los Angeles. Because when funding comes around again, we are out in the cold, you see. So we have to be very careful. All I am saying is, let us work together, have some input into whatever goes in to you or anyone else in Congress.

Mr. HAWKINS. Let me personally commend the Teen Post operation. I think it has been one of the excellent programs in this area and certainly I think you deserve a lot of credit. And we certainly hope that through the demonstration that you have made thus far, in creating stability in the community where you have been involved, that it has been an excellent experience, and we certainly hope that that record will be continued.

Mr. HARRIS. Thank you.

Mr. HAWKINS. Mr. Tauke.

Mr. TAUKE. Mr. Harris, with the current programs that are available for youth employment, are you satisfied that they are working?

Mr. HARRIS. Pretty much so, yes. I am satisfied that they are working. The only thing that I am not satisfied with, there just aren't enough of them. And I don't think that we will ever get to the point where we can employ everybody. But I think that they are very good for the country. I think they are very good for the people in the communities. Yes, they are working very well.

One of the problems that I find, particularly, with Teen Post, is when they say "nonprofit"—in the programs we can only place—say work experience. You can only place them in nonprofit organizations. Some of the problems we have found is that, do they have the wherewithal or the resources in the nonprofit organization to in fact give the people meaningful work experience? I mean, they are very small.

But over all, and on a whole, I would say that it is working very beautifully, and it is doing some good for the community.

Mr. TAUKE. That was my next question. Do you think that they are getting meaningful work experience? And then is that carrying on? Or is it a one-shot deal where they receive employment for a few months and then it is gone?

Mr. HARRIS. Well, I think in a lot of cases they are receiving employment for a few months and it is gone. But I think overall that it continues. But I also feel that if a person with no skills, or with semiskills or no skills can get any type of training, it helps him somewhat, any type of training a person gets, whether it be for 3 months or 3 weeks. It is good for the community.

Mr. TAUKE. When you answered Congressman Hawkins, you said that the problem is primarily at the local level. Are you talking there about in the way programs are developed that the problem is at the local level, or the failure to work with community groups is a problem that occurs at the local level? To what were you exactly referring?

Mr. HARRIS. Working with community groups at the local level.

Mr. TAUKE. Why is that? Is it because they are afraid of you in some way?

Mr. HARRIS. Really, if I had the answer to that, we would be working together. I really don't know. I don't have the answer to that, you know. I am trying to find out. But I think that it is getting there, gradually. And I think in order for it to survive, it is going to have to get there.

Mr. TAUKE. Thank you very much.

Mr. WEISS. Mr. Harris, because I am not from the area, would you do me the favor of enlightening me by a brief description as to what Teen Post is, what kind of an organization, what it seeks to do?

Mr. HARRIS. It is a youth program dealing with jobs, career counseling, recreational activities, and educational, tutorial, and any other thing that they need in the community. Our existence began in 1965 during the Watts riot. Teen Post itself has something like 27 centers throughout the county of Los Angeles. And we deal with the youngsters who are kicked out of school, basically, youngsters from broken homes, youngsters from every walk of life.

So, basically, that is what we are all about, trying to do something with them, to either get them back in school, get them in some meaningful employment, or get them on the right track as it relates to being a good citizen in the community.

Mr. WEISS. And when you said that you have, I think, 8,000 young people who are registered with Teen Post, but that only 342——

Mr. HARRIS. Yes.

Mr. WEISS [continuing]. Received summer jobs.

Mr. HARRIS. Yes.

Mr. WEISS. And the total number of summer jobs in the county is what, about 18,000, 19,000, 18,500, something like that?

Mr. HARRIS. That is right. But you see, on the other hand, you have to remember, whereas Teen Post is one organization, there are many other organizations with youth also. And I guess they have to spread them around. But I was only relating that figure to

show you that it is a very small dip in the bucket to compare to what we are working with.

Mr. WEISS. What the need really is?

Mr. HARRIS. That is what the need really is.

Mr. WEISS. Right. Now, do you have any young people who have participated in the youth incentive, an entitlement program which provides work experience and job opportunities while in school, or encourages them to go back to school? How has that program worked, in your experience?

Mr. HARRIS. It is working very good. As a matter of fact, each one of our youngsters, when they reach their senior year, they should have a—we have a certain percentage that must be placed on jobs. And we have gone over that percentage. And it has worked out beautifully.

I think that jobs may be the answer. Employment may be the answer to the whole thing. Maybe. I don't know. On the other hand, it is a lot of work, and we have to do a lot of planning. But I think that the youth incentive program has done tremendous for the community.

But on the other hand, it has caused a lot of problems. Where you only hire a few kids, then the others say, "Why not me also?"

Mr. WEISS. And what has your organization's experience been, with the school part of the program? Have the schools in your experience reached back to the community? How has that relationship worked out so far?

Mr. HARRIS. Well, let's see. The relationship with the schools in certain instances has been very good, when it comes to information and that type of thing. But there are a lot of communication gaps between the schools and community-based agencies, not just Teen Post, all the rest of them. So I think there is a gap, I should say, that really needs filling at this particular time.

Mr. WEISS. Have there been, for example, efforts on the part of the school community to meet with various of the nonprofit organizations such as yours to try to establish a way of working better and more effectively together for the best interest of the kids involved?

Mr. HARRIS. Let's put it this way. We have worked with the schools in order to do that.

Mr. WEISS. Do you think that there could be some benefit in having more of those kinds of efforts at increased cooperation between the schools and the——

Mr. HARRIS. No doubt about it. No doubt about it.

Mr. WEISS. How about as far as the area of private sector employment? Do you have any experience, does your organization have any experience with that?

Mr. HARRIS. The only real jobs we get for youngsters through the private sector is those we get ourselves, do ourselves, but not with the big ones, something like McDonald's Jack-in-the-Box and that type of thing. We are successful in that particular thing. On the other hand, you have to realize that it is very hard to get 16, 17, 18, 19 year olds, particularly when you are working with minorities, black, brown, Asians, that particular—into the private sector.

It is a terrible age to get them jobs.

Mr. WEISS. As you doubtless know, one of the provisions of H.R. 4465, the chairman's bill, is in fact to expand the private sector initiative program to a greater extent of involvement with youth programs and with young people. Do you think that that might prove of great benefit to the efforts that you make in trying to secure jobs for kids?

Mr. HARRIS. Maybe.

Mr. WEISS. Again, without focusing in on particular companies or particular organizations, what do you think has been the basis for this tremendous gap or difficulty between the private sector and employment opportunities for youngsters in the minority communities?

Mr. HARRIS. I think it could be many different things. One could be transportation, getting the youngsters out there. The next thing is, with our youngsters, they drop out of school so early, they just don't have the skills. And I think this is one thing that the private sector, they just don't have the time to really train the youngsters the way—you know, because of their skills, not able to read, not able to write, and this particular thing. They just don't have the patience to deal with them.

I think one of the biggest problems are those two things, not being able to read and write and not being able to get out to get those jobs.

Mr. WEISS. I am intrigued by the statement that you had made earlier about how a goodly portion of the work that you do, the organization does, involves counseling and supportive help, really, for the youngsters. How are those programs funded? Are those programs funded through CETA or ——

Mr. HARRIS. CSA.

Mr. WEISS. Pardon me?

Mr. HARRIS. Community Service Agency.

Mr. WEISS. Yes.

Mr. Tauke, you had a question.

Mr. TAUKE. If the gentleman would yield ——

Mr. WEISS. Of course.

Mr. TAUKE. I was wondering, following up on that question, about the private enterprise and youth employment. Do you ever sense any concern on the part of older workers who are having trouble finding jobs that perhaps young people, or your programs would be taking jobs away from them?

Mr. HARRIS. That is a possibility, yes, because a lot of our youngsters are from homes where their parents do not work. And if we give youngsters jobs, we are really kind of breaking up the family, somewhat, you know. We are not helping the family too much. But I think that with the CETA program, with the ages from 16 and older, work experience, on-the-job-training, would kind of supplement that, with the youth employment training.

I think the main thing about the youth employment training is to keep them, to give them some kind of meaningful work experience and to get them on a permanent job so it will keep them out of trouble, to turn them from their destructive activities to constructive ones.

I think that is the meaning of the whole bill, and I think that is the most important thing about this particular bill that Congressman Hawkins has put into Congress.

Mr. TAUKE. Some of the private employers have been suggesting that if Congress would provide for a youth differential in the minimum wage, that would allow them a 6-month period, perhaps, at which they would pay lesser wages but during which training would take place, that this, would provide additional incentive for them to hire young people.

Do you favor that approach? How do you think it would work?

Mr. HARRIS. Well, I think the approach would work very well if we could get it through, yes.

Mr. TAUKE. Thank you very much.

Ted?

Mr. WEISS. Thank you.

There have been suggestions at times that one of the ways that the Federal Government could be helpful, or not even necessarily the Federal Government but government, local, State or Federal, one of the ways that help could be provided would be by providing people with entrée into the potential employment areas. And I wonder whether in fact there has been any of that kind of support, whether you think that would be at all helpful, whether you are quite able to do that yourself, so long as you have the resources to do the supportive work at your own level.

What do you think? Do you have a lack of entrée into some of the—the private sector, for example. Would it help you if either the State, city, county or the Federal Government were to come along and say: "We are going to give you the funding for a person whose job would be to simply try to create or locate job opportunities within the private sector."

Do you have that kind of support at this point? Would it be helpful to you if you had it?

Mr. HARRIS. Of course it would be helpful. For a community-based agency such as ours, we need all the technical assistance we can get. And this is one of the points. We think that community-based agencies do not get the support that they really need. I think that we are in a position where we can help the local government in a very diversified way, right down at the roots level.

But I think that this kind of assistance that you just mentioned would be a tremendous boost to our program or any other community-based organization.

Mr. WEISS. The Department of Human Resources—I gather is the agency within the county, city, or State, that provides the allocation of funding to your program. Do they call you in, not individually necessarily, but as a group, to discuss with you what your needs are and how they could best work with you and provide more assistance, or get information from you as to what ought to be done in the area of youth employment?

Mr. HARRIS. Incidentally, our funding comes directly from the city and the county of Los Angeles——

Mr. WEISS. Yes.

Mr. HARRIS [continuing]. From the State. So they do provide us with suitable technical assistance.

Mr. WEISS. Right. OK. I thank you very, very much. Incidentally, I know how sensitive the whole area of appearing to be critical of the

very people who ultimately are responsible for the funding of your program may be. And without necessarily talking about people, organizations or even necessarily specific instances, if you have the feeling that you might have some general information for this committee, or specific information which would help us to be able to focus on some of the problems, I know that the chairman, and certainly the members of this subcommittee would welcome any such information.

Mr. HARRIS. Thank you very much.

Mr. WEISS. Mr. Harris, thank you very much for your participation.

Our next witnesses will be Mr. Pedro Garza, national director, SER–Jobs for Progress, Los Angeles, and Mr. George Ortiz, president of La Cooperativa Campesina de California, Sacramento. Mr. Garza, Mr. Otriz, please. I understand that Mr. Roger Granados is coming in place of Mr. Ortiz. Mr. Granados, please take a seat also.

Gentlemen, if you would for the record identify yourselves and the proceed as you wish. We have a prepared statement that has been submitted by Mr. Granados. And that will of course be entered into the record in full without objection. And you can either summarize your prepared statements, read them, proceed whichever way you think is most appropriate.

[The prepared statement of Pedro Ruiz Garza follows:]

STATEMENT OF PEDRO RUIZ GARZA, NATIONAL DIRECTOR, SER-JOBS FOR PROGRESS, INC.

Mr. Chairman and members of the subcommittee: I thank you for the invitation to appear before you today to present my views on issues related to Hispanic youth employment opportunities.

For the record, I would like to briefly note that SER-Jobs for Progress is a nonprofit, national community based organization serving Hispanic peoples of our country. The organization came into existence in 1965 through the efforts of a group of individuals from the two largest and oldest Hispanic civic organizations in the United States, the American G.I. forum and the League of United Latin American Citizens. We continue to be sponsored by these two prestigious institutions.

In keeping with the goals articulated by its funding organizations, "SER" presently operates employment and training programs in 135 localities throughout the United States. At the national level we maintain an headquarters office here in Los Angeles, with regional offices in other cities, to provide training and technical assistance to our local programs' staff, to coordinate the day-to-day activities of the nation-wide organization, and to operate demonstration youth programs.

Since 1965, "SER" has assisted thousands and thousands of economically disadvantaged Hispanic Americans to prepare for, secure, and retain gainful employment. It is from this base of experience in serving the Hispanic community that we not only recognize the long-term and critical problem of unemployment among our youth, but have also made several programatic efforts to address this problem.

The youth employment situation in the United States has received particularly considerable attention and analysis since the enactment of the Youth Employment and Demonstration Projects Act of 1977. For us in the Hispanic community, the "Youth Act" has been particularly helpful in bringing to national prominence three chronic unemployment-related factors on the problems of Hispanic youth: (1) The lack of accurate and timely data on Hispanic youth; (2) the undercount of Hispanic youth by the Federal Government, concealing the severity of their employment problems; and (3) a recurring insensitivity on the part of government institutions (particularly at the local level) to the employment and training needs of Hispanic youth.

In March, 1978 the Census Bureau conservatively estimated that there were at least 12 million Hispanics in the United States. Of these twelve million, 42 percent were analysed to be under the age of 18 (compared to 29 percent for the total

population of our country). The median age of Hispanic Americans, is 21.7 years, the lowest of any major ethnic group in the U.S.

In October 1978, there were 4.9 million Hispanics in the labor force, primarily employed in the low-paying, service worker occupations. The unemployment rate for our community on that same date as 9.2 percent, making it 50 percent higher than the rate of the total U.S. workforce (5.9 percent). Given the previous statements concerning how young our population is, these figures mean that the unemployment rate for Hispanic youth, ages 16–19, was 20.6 percent this last year.

This unemployment problem among "Hispano" youth compounded by the alarming rate of school drop-outs. Only 40 percent of the Hispanic population, ages 25 and over, have completed high school (compared to 66 percent for the rest of the Nation). The 1978 Bureau of Labor statistics document, *Workers of Spanish Origin: a Chartbook*, revealed that Hispanic workers were the least educated group in the labor force.

High unemployment among "hispano" youth, particularly those between the ages of 16 and 19, is being statistically reflected in quarterly employment status data since 1973. The data indicates that our young people in that age group suffer an unemployment rate twice that of all other hispanic Americans and three times the unemployment rate for the total population.

The data also indicates that last year, there were 994,000 non-institutionalized hispanic young people in the 16 to 19 age group. Yet, only 476,000 (or a mere 47.9 percent) had successfully entered the labor force. The data also shows that an alarming number of these young Americans have become discouraged with their lack of prospects at finding a job and stopped seeking assistance at locating employment.

The causes for this high unemployment rate among hispanic youth are numerous. And, although "hispano" youth share many of the same obstacles with the general youth population in getting employment, several factors have been identified as specifically causing high unemployment among minority youth. These factors, as identified in a congressional budget office study, include:

Racial prejudice and discrimination.

Location in poverty areas.

Education and training inadequacies.

Increased competition from anglo youth and adult women.

To combat these causes of unemployment among our youth, programs authorized under the youth employment and demonstration projects act have increasingly expanded the enrollment of hispanic youth. According to testimony provided to this subcommittee on June 20, 1979 by the Department of Labor, approximately 55,000 hispanic youth were served in fiscal year 1978 by projects approved under the authority of the "youth act."

While commending the administration for paying increased attention to the problems of hispanic youth, we must also demand that higher rates of participation of our youth be implemented, in accordance with the severity of our problems. A six percent participation rate for hispanics in the Young Adult Conservation Corps or a twelve percent rate for the Youth Employment and Training Program is not commensurate with the previously stated nearly 21 percent unemployment rate for hispanic youth, ages 16 to 19.

We propose that higher numbers of our young people be included in programs approved by youth employment legislation because we have seen the *good* that results from such involvement. We know of the positive outcome, for instance, of hispanic youth participation in job corps programs. We know the difference that involvement in a school-to-work transition project makes in the lives of our young people. And we have seen that it is possible to motivate our young people to remain in school and improve their chances at successfully competing in the labor force.

It is important, therefore, that further programs be developed for hispanic youth in the following areas:

Projects aiming at school retention and completion, with employment services linked to educational institutions.

Projects to improve the transition from school to work via new inter-institutional arrangements, such as agreements with community based organizations.

Projects which afford young people meaningful work experience, so they may be fully prepared to enter the labor force.

Projects which emphasize a combination of work, training, and other services to hard core youth.

We make these recommendations in light of experiences that we have had recently in operating special demonstration projects designed to alleviate the problems faced by Hispanic youth as they enter the labor force. We have learned a number of important lessons from these activities, one of them being that Hispanic community based organizations have found solutions to the employment opportunities deficiencies of our young people.

We have decided, therefore, to hold a national conference on Hispanic youth employment to be held on October 3–5, 1979 in Washington, D.C. and it gives me great pleasure to invite you to this important national conference.

Our main aim is to provide a national forum for local programs involved in solving Hispanic youth employment problems *to be heard* by the Nation's policy makers. Conference participants (from our affiliates as well as from many other organizations) will present and analyse a number of program models which we consider successful in combating the problems faced by our young people.

I hope to see you and your colleagues at the conference. Thank you.

STATEMENT OF PEDRO RUIZ GARZA, NATIONAL DIRECTOR, SER–JOBS FOR PROGRESS, INC.

Mr. GARZA. Thank you, Congressman.

Mr. Chairman, members of the subcommittee, I want to thank you for giving us the opportunity to be with you this morning and to share our views on unemployment among Hispanic youth and potential opportunities to cope with that unemployment.

My name is Pedro Ruiz Garza. I am the national director of SER–Jobs for Progress. With me is Mr. Antonio Gomez who is director of our youth programs.

For the record, SER is a national community-based organization. Our national office is here in Los Angeles. We have four regional offices throughout the country; Denver, Chicago, Washington, and Austin, Tex. And we have at the time 135 affiliates throughout the country in 28 States.

We were founded in 1966 by the American G.I. Forum and the League of United Latin American Citizens, and therefore have been in the business of operating employment and training programs for the past 13 years.

At the present time, we have signed a contract with region 6 at Dallas, Tex., to operate a job corps center in Laredo, Tex. We have a planning grant and expect to have a contract soon to open the first alternative high school serving Hispanic youth in Washington, D.C. We are at the present time operating three school-to-work transition programs, in Sacramento, Ft. Worth, and Miami, and are presently operating also eight sites throughout the country, summer youth employment.

With specific reference to the legislation introduced in the Congress, I would like to applaud this subcommittee for the particular emphasis on the private sector, and also for the strong emphasis on continued funding of youth programs. We find that we need to get private sector involved in the business of youth employment.

We applaud combining OJT and the targeted jobs credit. We would also like to place emphasis on getting the small businesses involved in the delivery of employment and training services. We have found through the years that the large corporations have their own budgets, have their own outreach, screening, selection, training, test-

ing, of their employees. And they are not as easily persuaded to do business with CETA.

So any initiatives that we can write into legislation that will encourage small businesses, say 250 employees and less, certainly would be welcome.

We also want to applaud the emphasis placed by the subcommittee on serving those youth most in need. Again, as we respond to cycles in our economy, there is a need for public sector jobs. However, we find that structural unemployment is serious enough that those most in need do need to have special targeting, special programs, special emphasis placed so that they can be employed.

We welcome the emphasis also on expanding job corps, particularly the nonresidential portion of it. Now, we would respectfully request that this subcommittee place increased emphasis on participation by community-based organization. Congressman Hawkins, through your efforts and efforts of your committee, SER, OIC, Urban League have been included in the language in some of the committee reports. And that has really helped us to deal with local prime sponsors. It gives us the credibility and it gives us the language that we need to be able to negotiate, to serve our youth.

We believe that community-based organizations should serve a vital part, in essence because this is our business. We live and die by our performance. There is nothing that protects us, or nothing that gives us longevity. There is no security to our positions. We go after contracts. And we pledge ourselves to deliver a certain level of performance. If we do not perform, we simply do not have that contract again. We contract to deliver a product, and we think we do a creditable job.

If you look at our outreach efforts, if you look at our programs that are in the community, we think we can serve as the vital link between the schools and the private sector and the prime sponsors. That has been demonstrated in our schoolwork transition programs and in our summer youth employment programs.

We would also like to request that you examine the role of the ES in your legislation. Historically, we have found that our unemployed youth of our, quote, unquote "problem youth" have difficulties in dealing with established authorities. And we find that they do not go through the Employment Service to find employment. And so if possible we would like to examine that portion of the legislation that calls for an increased emphasis on the Employment Service.

As general comments, we would like to see youth programs institutionalized. I think we need some more knowledge, we need some more evaluation of our current efforts, to determine what is best, what works best. So that I do call for continued funding of our demonstration programs.

I think that with the evaluations going on now, we can develop some mechanisms that will be built into the school system, or be built into local governments, whereby youth will be served on an ongoing basis, and we won't have this need for new programs or 1-year, 2-year programs.

Also, we find that one of the more serious problems with youth employment involves attitudes. In our dealings with employers naturally they are looking for a more stable worker. They are looking for

somebody that has had years of experience in employment. They are looking for somebody with a family. They are looking for somebody that has demonstrated performance.

And I think that this is a bias that may not necessarily reflect in greater productivity, by neglecting the youth. And so we would like to request that perhaps a national advertising campaign, through the National Advertising Council, with a theme of "Hire our Youth" be considered and be worked out with the administration. We have had similar campaigns; "Hire the Vet," "Hire the Handicapped." I think that just about everybody universally recognizes again the importance of our youth to this country. And I think that such a campaign would go a long way toward eradicating some of the negative attitudes that employers might have about hiring youth.

I want to thank you for inviting us. Given our participation in youth programs, we will be having a national conference October 3d through the 5th in Washington, D.C., in conjunction with the Vice President's task force on youth employment. And again, we will have selected participants from throughout the country. We will have young people. We will have some representatives of the private sector and representatives of our affiliates. And we would love to have you participate in some of these sessions.

Thank you.

Mr. HAWKINS. Thank you, Mr. Garza.

The subcommittee is quite interested in and aware of the work of SER, what you have been doing. May I take this opportunity to commend you on a very excellent record. I think every time that we discuss community-based organizations, and do include either in the legislation itself or in reports accompanying the bills, that we have made reference to SER and the fine work that it has been doing. It has been really one of the very successful operations. For that reason we have always been very appreciative, because it is a tremendous help to us in not only continuing but in expanding these programs.

You did indicate several points that I think we would like to get some additional emphasis on. You mentioned the Employment Service. It is generally recognized in the bill, and certainly it is the interest of this committee to deal with that subject. We have found that in connection with the Employment Service that because of their method of funding, whereby they are reimbursed for the placements that they make, this has proven to be somewhat biased against youth.

Most youths are harder to place than adults, and obviously they are least experienced, and often dropouts and those who are least educated for this reason. The Employment Service has not really embraced them with open arms, because the type of services that they would deliver to the youth would not be reimbursable. This is not in the law itself, but it is in the regulations and it is the way that the Service has operated.

Would you care to comment on this? Because the committee is in the process of trying to determine whether or not efforts by this committee should be directed toward getting a change in those regulations so that hereafter the method of reimbursing the Employment Service would not be completely based on placement, although that would be one of the factors to be considered, but it would also be based on the actual services that would be rendered to the youth.

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Also there is envisioned in the legislation the coordination or the setting up of perhaps separate departments or a separate agency within the Employment Service that would specifically deal with the problems of youth. Would you care to comment on your support or criticism or whatever you would like to say with respect to these two issues that I have raised?

Mr. GARZA. Yes, sir. On the Employment Service again, and I do speak with a particular bias, given that I do represent the community-based organization, for dollars spent, I believe that the return is greater if it is spent with community-based organizations. There is something troublesome about services to our youth or placement services being denied to our youth, or emphasis on employment for youth not being placed, because there is not reimbursable expense involved, or an extra effort is required by the very people that are supposed to be providing employment services to the community.

We believe that the youth simply will not go and seek Employment Service help. That has been our experience. I think that the type of youth that we are dealing with, we need a very strong outreach effort. And you need a very strong credibility or track record in the community, having worked in the barrio. And we would again, choosing between one or the other, would look at trying to change attitudes of businessmen, the employer, and working increasingly with community-based organizations to provide that linkage, rather than say the Emprograms, where they provided those services.

Mr. HAWKINS. Picking up on that point there, what is your present relationship let us say to the Employment Service? Are you in any way involved with them or in any way involved in the outreach activities that you believe are necessary in order to bridge the gap?

Mr. GARZA. Our relationship with the Employment Service will vary from community to community. In some instances, they provide the central intake certification for the prime sponsor, and therefore we are on a daily—work with them on a daily basis. In other instances, we have had Employment Service certification aides stationed at our local programs, where they provided those services.

Most of the time, we find ourselves in a competitive position with the Employment Service as to who should do intake and who should do on-the-job training and that kind of service.

I think that in the past 4 years the role of the Employment Service in CETA has been diminished. And again, I think it boils down to performance. But again, we were starting up operations in our job corps center in Texas, and at the present time we are working very closely with the Employment Service, to Texas Employment Commission, to find out what their recruiting practices were, and using their computer.

Again, we will work with them. But we think we can do a better job.

Mr. HAWKINS. Thank you very much.

Mr. Tauke?

Mr. TAUKE. The last witness, Mr. Harris, suggested that there were problems that community-based organizations faced in dealing with local government. Do you get into that same area, and do you have any difficulty?

Mr. GARZA. Certainly. It boils down to, I guess, your respective standing in that community, and again the philosophy of the elected officials. Many times we find that performance is not looked at in deciding who gets to be the service deliverers. We may find political philosophies that say we should go with established systems. We need to go with the schools, we need to go with the skill centers.

The Employment Service is there to provide a service. Why create a new service delivery system? Let's go with what is there—without looking at performance. That is, again, a political philosophy that dictates that they should work within the established institutions.

And we have to again show our performance and appear before city hall and demonstrate what we can do. Time and again, when we have been successful in breaking into the system, we have continued to be included as part of the system. And again, I think our growth in the past 7 years—in 1972, we were, I think—had contracts totaling 18 million. Our contracts exceed 60 million at the present time. That shows that where we have been successful in breaking into the system, we have been successful in staying part of that system.

Mr. TAUKE. Earlier, Supervisor Hahn had suggested that perhaps the major problem wasn't a lack of job opportunities but more a problem of training, and failures of the schools and other institutions to provide job skills and so on. Do you agree with that assessment?

Mr. GARZA. Yes. Time and again, the position of SER has been that the effort must be on skills training, education, vocational education. We find that where public service jobs or government as an employer of last resort might be good in times of high unemployment and counterrecessionary efforts or influences, that if you really want to tackle structural unemployment and long-term unemployment, you have to spend the moneys on skills training.

Mr. TAUKE. If we spend the moneys on skills training, where do we spend it? In the school system, trying to give incentives to the private sector, through some government program? How do we best spend that money?

Mr. GARZA. Again, a combination of—I think the biggest controversy that we always get involved in is, what is the proper mix of services within a local jurisdiction? How much English as a second language instruction? How much emphasis on youth programs? What role will veterans play? How do you get the PIC's, private industry councils involved? It is a balancing, where I think that if you target your services on those most in need, if you have incentives for the employers, and if you involve the community, I think those ingredients will give you a winner every time.

Mr. TAUKE. Mr. Harris also suggested that perhaps a youth differential in the minimum wage would be one possibility of providing incentives to the private sector for a period of 6 months of training or something. Do you agree that that would be helpful?

Mr. GARZA. Not—I would have to look at that more closely. Initially, I would say no. Our experience, again, in job placement, we have to have the commitment first from the employer that that participant is on board, he has been—the "hired first" principle.

In our OJT contracts, we would find 6, 7 years ago, that as the OJT contract was coming to an end, for any number of reasons, the em-

ployer found it necessary to dismiss the employee. So that he had some cheap labor for a long while. And when it came time that the employer would have to pick up the youth or the participant 100 percent on his payroll with no reimbursement or subsidy from the government, we found him unable to continue that person.

I think that a differential in the minimum wage might have that kind of influence.

Mr. TAUKE. How successful are you now in getting any commitments from employers to keep people on permanently? And if they do agree to that, do they live up to the commitment?

Mr. GARZA. Well, again, the experience, and being in the field has helped. Where you screen the employers, and through experience, you find out which ones to stay away from. And again, I think our history will show that we have counted on specific employers, such as in Detroit we go to GM all the time. They have proved to be reliable.

Mr. TAUKE. Now, when you review the current programs for youth employment, do you find that they are working in the sense of providing the job training and skills that lead to permanent future employment?

Mr. GARZA. Again, that would vary with the program. The summer program is not oriented for skills training. We think our summer program is designed to keep the youth in school, avoid that horerndous dropout rate among the Hispanic community.

Mr. TAUKE. May I interrupt? Are you finding that successful, do you think?

Mr. GARZA. Yes. I think it is one of the better ideas, one of the better programs. Yes. The youth comes out of school, and he needs that strong guiding hand somewhere, where he is not lost and has nothing to do and leaves home or goes off somewhere else. I think it is important as a stabilizing force. In the meantime, he picks up some skills, or she picks up some skills or some education, some good counseling.

I think it is a great program.

Mr. TAUKE. What about the other programs?

Mr. GARZA. OK. Well, if you look at our high school program, and the concept behind Job Corps, that is absolutely skills training all the way, and vocational education, to where there will be that very strong connection, education to the world of work.

So again, depending on the concept behind the program, we think that there is that connection, skills training to work.

Thank you very much.

Mr. HAWKINS. Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman.

What would you say is your experience over the course of the last number of years as far as the condition of relation to the private sector? Is it the same, improving, getting worse? Generally, and on a percentage basis.

Mr. GARZA. The relationship of CETA to the private sector is that the question?

Mr. WEISS. The relationship of your programs——

Mr. GARZA. Or SER ——

Mr. WEISS [continuing]. The kind of experience you have had. Yes.

Mr. GARZA. Yes. We have a national business and industry advisory council called Amigos to SER, again represented by some of the major

corporations in the country. And I would say that maybe 40 percent of our local programs have local Amigos to SER. These we would like to think, and it is included in the testimony I believe from last year, on the formation of the PIC's, these are our own private industry councils. We founded the Amigos to SER in 1972. So we would like to think that we were ahead of the game in having our own advisory councils from business and industry. And there is no question that where we have those councils that our programs are stronger.

I would say our relationship to the private sector has improved tremendously. Corporate America is very reluctant to enter into any kind of agreements with, say, community-based organizations, until they have demonstrated over a span of years that they are stable and that they are productive. And after so many years, I think we have demonstrated that. So we think we have an excellent relationship.

Mr. WEISS. Does your organization maintain any kind of followup survey to indicate the success or failure rate of the people who go through the programs in which you are the contracting agency?

Mr. GARZA. This varies from local program to local program, the type of contract that we are able to negotiate. We like to have a 6-month followup. Minimum, we would settle for a 3-month followup. And again, the record will vary from local program to local program.

But our followup shows, where the best that we do, 80 percent of the people we place are still in those jobs 6 months later. It would be as bad as 40 percent. I guess on the average, 68 to 70 percent of the placements, skills training placements, are still on the job 6 months later. But again, getting the statistics is difficult, because prime sponsor reports vary from local areas to local areas.

At one time, prior to CETA, we were a national program. And we had financial systems, planning systems, contracting systems, evaluation manuals, reporting systems that were termed among the best in the country by the Department of Labor. So that we could keep track. There was a uniformity through SER, and we had excellent performance indicators from the field. Now we find that the mix of services that our programs provide are so diverse, through so many local areas, that we would find it difficult to come up with meaningful national data, similar, let's say, to—well, management, too. The kind of data that we get from the Department of Labor now is mainly a bookkeeping type of data that simply reflects what has been done and really doesn't help us in managing our programs.

But I feel very safe in saying that where we do follow up 6 months later, 80 percent of our people are still on the job. National average, I would say around 65 or 70 percent.

Mr. WEISS. Would it be feasible and desirable to require that on all the programs of a certain kind that there be followup?

Mr. GARZA. I would say it is almost essential. Again, this is one of those costly measures that sometimes falls by the wayside when prime sponsors are cutting costs. I would place more emphasis on that than is currently being placed.

Mr. WEISS. Well, can you give us an example as to what the percentage cost of followup is with the particular program that you——

Mr. GARZA. Well, I would say that on a—on a medium-sized program serving 100 clients, that would cost, what, $300,000, the cost

would be one followup specialist at salary plus overhead plus fringe, would be $20,000. It would be, what, $20,000 over $350,000.

Mr. WEISS. That would be, what, about 6, 7 percent, would be the cost?

Mr. GARZA. Yes, 6 or 7 percent.

Mr. WEISS. You also, in the course of your prepared statement, make reference to supportive services. And I am wondering whether in fact you could be a little more specific on the kind of supportive services that would be helpful in making the likelihood of success better in these programs for the individual youngsters?

Mr. GARZA. Well, when we speak of supportive services, we have referred to those that would be available within the programs. And here, for instance, an employability development plan, we consider a supportive service, where the educator, the job developer and the instructor and counselor together come up with an employability development plan for the participant. We consider having a counselor on board to deal with any family problems or individual problems, needs that the participant may have, that unless they are attended to, you are going to lose the participant, and along with it the investment up to that point in the program.

We think the sense of community or sense of belonging needs to be provided that participant, where the participant isn't faced in an alien or strange environment, or in an authoritarian environment.

Now, the other types of supportive services, where it comes to food stamps or welfare or legal aid, we simply consider referrals. We would not be getting into that business of that. So——

Mr. WEISS. Right. And I am concerned about the first kind that you mentioned. Are those supportive services available or provided in any of the programs that you contract for?

Mr. GARZA. Yes. We like to include them every change we can.

Mr. WEISS. Do you have any indication again as to what the cost of providing those supportive services would be in a particular program?

Mr. GARZA. I would have to break that down again and it would vary with the size of the program. We have some programs that are funded in excess of $3 million, have contracts totaling that much. Smaller programs, in the $500,000 range, I would imagine supportive services would be more expensive. But if you break it down in a budget, a counselor really isn't that expensive, when you consider the number of participants.

Mr. WEISS. Could you, for my benefit, and the benefit of the committee try to pull some of that information together and then at your convenience submit it to the chairman?

Mr. GARZA. Yes.

Mr. WEISS. Thank you very much.

Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you, Mr. Garza.

Mr. GARZA. Thank you. I hope you can make it to our conference in Washington.

Mr. HAWKINS. Yes, we hope so, please keep us informed.

Mr. GARZA. Thank you.

Mr. WEISS. We expect to be there.

Mr. HAWKINS. As Mr. Weiss says, we expect to be there.

Mr. Granados, I think that you are part of a panel, and I understand that you have two young people that you will present and identify for the record. Would you kindly be seated. Your prepared testimony in its entirety will be entered in the record at this point. We would appreciate if you could summarize from it so as to allow us time for questioning.

Please proceed.

[The prepared statement of Roger Granados follows:]

PREPARED STATEMENT OF ROGER GRANADOS, EXECUTIVE DIRECTOR, LA COOPERATIVA CAMPESINA DE CALIFORNIA, STATE OF CALIFORNIA MIGRANT AND SEASONAL FARMWORKERS COUNCIL

TESTIMONY

Mr. Chairman, members of this subcommittee, it is a pleasure to meet with you today and we appreciate the opportunity to speak on the critical topic of youth unemployment. Our focus is farmworker youth.

La Cooperativa Campesina de California is a council whose membership consists of all CETA Title III, Section 303 grantees whose major thrust is employment and training, placing people on jobs.

The document before you provides the back up for our testimony. We hope you will take the time to look it over. In the meantime, we will read only the first few pages to highlight some points we want you to keep in mind.

First, we want to go on record supporting the intent of H.R. 4465, guaranteed employment of economically disadvantaged youth coupled with needed educational opportunities. Data in your hands will show the high unemployment rate in areas of farmworker youth concentrations, a rate that will continue to rise because of increased mechanization and the rise of imported or undocumented workers. These facts, coupled with the high school drop out rate among farmworker youth, tells us we need this kind of legislation.

Secondly, we want you to know a few facts about CETA farmworker funds. 303 grantees are funded from the 5% set aside out of Title II, Parts A, B, and C. A 303 grantee is one which has successfully competed for its share of these funds, allocated to each state on a formula basis.

But such a successful grantee is not automatically entitled to youth funds. This time around, there are no state allocations, but rather one national (limited) pot over which all grantees across the country must do battle in a competitive do or die situation. The amount of funds set aside for farmworker youth are an amount equal to 2% of Title IV subparts 2 and 3 (YCCIP and YETP). There are no provisions for summer youth funds.

In the competitive process, it is possible for needy areas to be totally left out. For example, last year in the Imperial Valley, youth unemployment was over 50%—a large portion of which were farmworker youth. No farmworker youth funds were made available. Equally appalling, a state like California, with more than 30% of the nation's farmworkers, did not receive any YETP funds for farmworkers on the first round of competition. It is our contention that with the larger than normal family size, the farmworker youth of this nation are being greatly underserved by CETA. We therefore recommend:

(A) That the allocation formula of 2% set aside for farmworker youth under the Title IV Part, Subparts 2 and 3, be increased to 5% and extended to include a similar percentage under Part C, Summer Youth Program. Further,

(B) That the present competitive process for youth funds be ended, provided a 5% set aside is approved, and that 303 grantees serve as conduits for the local administration of these funds to be allocated on the same formula basis used for Title III, Section 303 programs, and further,

(C) That the Office of National Programs, through the Office of Farmworker Programs, be responsible for the dispersement of farmworker youth funds, requiring the appropriate staffing to administer these resources, staff with youth expertise that can provide TA to 303 grantees and who can work closely with CETA's youth office.

With respect to H.R. 4465 and the proposed amendment to Title IV, we would make the following comments:

(1) We fully support Part A, the Entitlement Program, as amended but would again remind you that no provision is made to serve farmworker youth, since the only ones eligible to secure these resources are prime sponsors. It is our contention that the intent of Congress in providing for a Title III, Section 303 was to lift up this segment of our population to assure that they are served. The Judge Richey court order emphasizes the need to serve farmworkers. At present, a 303 grantee must compete twice to even have a chance to get youth funds and then must turn around in another competitive process locally and try to get Entitlement Program funds from prime sponsors. Provision should be made to have a 5% set aside of these funds to be earmarked for farmworker youth, which together would allow for a more comprehensive approach by 303 grantees serving farmworker families as a whole.

(2) Likewise, Part B is fully supported. We need training centers that are non-residential. Still, we need even more flexibility in existing job corps residential center concepts. Areas in California differ from each other as does our State from other states and regions of the country. *One* job corps center or allowing a few slots in existing job corps centers does not seem to us to be the answer for farmworker youth. We would prefer a number of mini-job corps centers that would give us the capability of having a residential program for farmworker youth that would be tailored to the needs of the area served. Because of the need, in some areas, to seriously consider relocation to where the jobs are and because the trauma of moving can bring havoc upon a family unit, the mini job corps centers could be very effective as "half way" houses that would not only provide skills training, but a stable environment "away from home" where childcare is provided and young mothers, heads of household, could be prepared for non-traditional jobs while secure in the care of their children: attitudinal barriers can be more easily dealt with and overcome; it would allow for the private sector to more easily work with 303 grantees and farmworker clients; and special courses offered to properly prepared people for relocation.

(3) We support Parts C and D and want to see more such cooperative projects involving federal agencies and farmworker youth.

(4) Title II proposed amendments to Title VII are needed and we support the involvement of youth in the private sector. While we applaud the emphasis this bill places upon the role of the private sector, we must again remind you that there is no provision in the Act allowing 303 grantees the use of Title VII resources, in spite of the fact that we have one of the largest and most successful PIC operations in the nation. With less and less opportunity in the fields of harvest, how can anyone ignore the fact that farmworkers must turn to other industries? Why not be consistent throughout this Act and allow the 5% of Title VII to 303 grantees now provided for 302 grantees?

We would close this part of our testimony with a few observations, namely that we need a change in employment policy that would more realistically speak to the economic development needs and opportunities needed by rural America and farmworker families. In California, the majority of our migrant and seasonal farmworkers live in what Washington, D.C. does not consider rural areas. Fresno, San Jose, San Diego, etc., are metropolitan areas. So, while I agree we need economic development policies for rural areas (BOS), we also must speak to the farmworker needs in the SMSA areas. Job creation and self employment are not exclusive of each other. CETA dollars must be allowed to open wider the doors for economic development and self employment opportunities.

And finally, Congress should give serious consideration to allowing for 303 consortiums. If three or more grantees agree to specific coordination efforts, then they would be eligible for a 10% bonus, much as primes are now allowed. Our experience has clearly demonstrated the effectiveness of a separate, non-program staff available to all of California's 303 grantees. We can deal more effectively with SES, Primes, affect public policy, provide TA, coordinate and link up with other agencies. Our experience allows us to work with all State agencies, the University of California, the Kellogg Foundation, State Task Forces dealing with rural concerns and migrant seasonal farmworkers in particular.

In closing, we of La Cooperativa again thank you for this opportunity and want you to know we are committed, for the sake of farmworkers, to make CETA work.

I. Youth unemployment—What are the causes?

Farmworker Youth represent a disproportionate number of the unemployed youth in this State. The causes of Farmworker Youth unemployment are: inadequate education and/or the lack of necessary skills to competitively enter the non-farmwork job market; limited job experience, conflict with prevailing social attitudes; and the lack of economic stability that could provide job opportunities with upward mobility.

The following is an elaboration on the above factors that have contributed to the high unemployment among farmworker youth.

(A) Youth lack the necessary skills to competitively enter the non-farmwork job market in which job skills are in constant need of upgrading and therefore more demanding. Youth are either not skilled in the demand occupations outside of farmwork or have not attained any technical training opportunities through the normal educational system because of any number of factors ranging from student/teacher attitudes to the quality of training opportunities offered.

(B) *Farmworker Youth* are often inadequately prepared to enter the non-farmwork job market, *often lacking basic reading skills* so necessary to take the maximum advantage of a technical skill training program. Information from an annual report on the individuals housed in Migrant Centers in 1978 throughout the State, indicates that 70% of the individuals that were age 18 and over never completed the 8th. grade.[1] While this survey is only a sampling, it does serve as a good indicator of the farmworker population in the State. Poor achievement in school is often due to the unstable nature of farmwork, which does affect a youths school performance. Stereotyped and because of their socioeconomic status, farmworker youth often have limited career exploration exposure in school.

(C) Youth lack experience in the broader labor market. Farmworker Youth experience additional problems when competing in this labor market because work is seasonal and work concepts differ. When work is available, it is physically demanding and the hours are long. Farmworker Youth often measure job success by the number of acres planted, the amount/tons of food harvested, the number of trees pruned, etc. These valued measurements are different from those found in the non-agricultural labor market. The concept of upward mobility/career ladder is still new to the MSFW. It has only been in recent years that farmworkers have begun to enjoy some fringe benefits. *The lack of experience in the non farmwork labor market, unfamiliarity with the markets work concepts and language barriers* (a substantial percentage of MSFWs in this region are of hispanic descent) *all contribute to the problem of high unemployment among farmworker youth.*

(D) Many farmworker youth are located in the rural areas (assuming there is a high correlation between being hispanic and a farmworker).[2] The experiences of both farmworker and rural youth in the labor market are affected by the economic conditions of their families and the communities in which they live. *A disproportionate share of the Nation's poverty is concentrated in rural areas. There are not enough jobs in the rural areas.* Job creation is a necessity in rural areas, the economic stability of these communities being essential to give youth some hope for an economically secure future.

(E) Transportation networks in the rural areas either do not exist or are inadequate. This affects the mobility of the rural poor and their ability to obtain training and keep jobs.

(F) Discrimination, because of race, sex, and age by the community and employers are factors that affect the employability of minority youth. There are high risk costs when an employer hires any youth. While youth, in general, must deal with the age and/or sex factor, *minority youth experience additional discrimination because of their ethnic backgrounds.* "Problem youth" are undesirable employees and farmworker youth that do find employment often experience limited career advancement opportunities because of discriminatory pre-concieved ideas as to what their role is in the labor market and the community.

[1] State of California, Employment Development Department (EDD), Office of Migrant Services, *Annual Operational Summary Migrant Family Housing Centers*, March 1979.

[2] Prairie View A & M University, Cooperative Research Center. The Ethnic Composition of Rural Youth in the United States: General Characteristics and Regional Comparisons, Info Report No. 73-3, September 1974.

RURAL YOUTH UNDER 25 YR OF AGE IN THE UNITED STATES, BY REGION AND RACE OR ETHNIC GROUPS, 1970

[Numeric distribution and proportions among groups]

Region	Total	Race or ethnic group			
		White [1]	Black	Spanish heritage [1]	Native American
North central	7,400,329	7,287,110	63,237	57,314	43,683
Percent	(100.00)	(98.47)	(0.85)	(0.77)	(0.59)
Northeast	4,394,545	4,314,846	17,689	66,263	6,353
Percent	(100.00)	(98.18)	(0.40)	(1.50)	(0.14)
South	10,419,202	8,114,718	2,237,518	256,415	59,301
Percent	(100.00)	(77.88)	(21.47)	(2.46)	(0.56)
West	2,799,872	2,546,675	28,242	347,809	145,076
Percent	(100.00)	(90.95)	(1.00)	(12.42)	(5.18)
Total	25,013,948	22,263,349	2,346,695	727,801	254,413
Percent	(100.00)	(89.00)	(9.38)	(2.90)	(1.01)

[1] Most persons of Spanish heritage are counted also in the white category, so there is double counting; the sum of the groups will be greater than the total. A smaller number of Spanish heritage persons are also counted as black.

Sources: U.S. Department of Commerce, Bureau of the Census, "1970 Census of Population Fourth Count Summary Tape," processed at Texas A. & M. University Computer Center. U.S. Department of Commerce, Bureau of the Census, 1970 Census of Population, Subject Report, Final Report PC(2)—1F, American Indians.

(G) Machinization and/or undocumented workers are increasingly playing a larger role in the displacement of farmworkers. Increased economic pressures will continue to escalate a dependency upon mechanization and/or use of undocumented workers and thereby compound the displacement of workers. The youth of the farmworker family finds fewer and fewer job opportunities in this highly technological field of machines or the unfairness of depressed wages by unlawful use of undocumented workers.

II. Who is in need of services, how should they be targeted?

Although demographic information and exact figures on the number of farmworker youth are not readily available, statistics from the Employment Development Department (EDD), and the State Department of Education on the ethnicity of farmworkers served, support our assumption that a high percentage of the farmworkers in this State are hispanic. And while we see the need to serve all rural/farmworker youth, it is important to note that in 1978, the EDD, Office of Migrant Services provided housing services to a total of 2,409 families and approximately 97% of the families were of hispanic descent.[2]

The geopgraphic region targeted by migrant education, because of the high density of farmworkers, correlates with the areas termed "major agricultural employment counties" by EDD, with the exception of five counties. The EDD "major agricultural employment counties" are the same as the CETA III, Section 303 Planning Areas with the exception of one county.

The following tables reflect the counties that EDD has termed "major agricultural employment counties". Statistics on these counties reflect the high unemployment rate projected among youth ages 16–21.

[2] State of California, EDD, Office of Migrant Services, Table 2, March 1979.

MAJOR AGRICULTURAL EMPLOYMENT COUNTIES

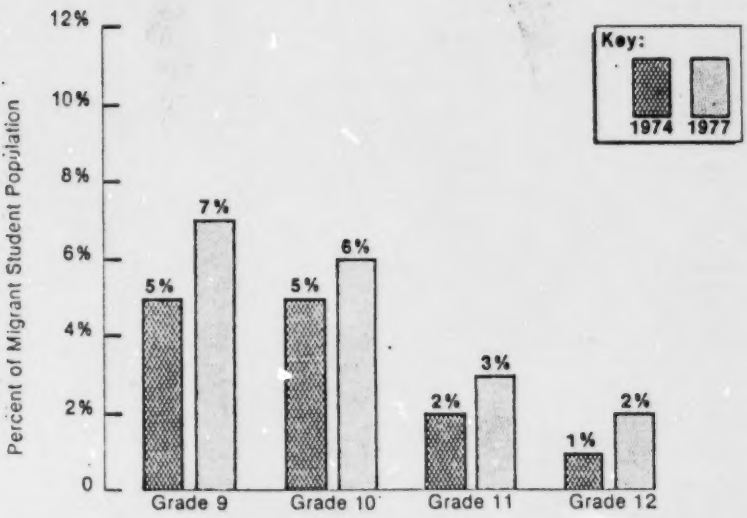
PROJECTIONS FOR 1980, YOUTH, AGES 16–21

County	Population	Labor force	Unemployment	Unemployment rates (percent)
Imperial	10,670	7,260	4,250	58.6
Monterey	37,890	19,680	3,980	20.2
Fresno	56,700	43,600	9,210	21.1
Tulare	25,030	16,280	3,240	19.9
Kern	42,280	44,190	9,460	21.4
Merced	16,040	10,250	2,980	29.1
San Joaquin	36,170	27,310	6,490	23.8
San Diego	243,100	133,460	20,820	15.6
Riverside	66,560	32,970	5,370	16.3
Madera	5,790	4,220	980	23.2
Stanislaus	28,720	22,670	6,150	27.1
San Bernardino	94,100	54,050	8,810	16.3
Siskiyou	3,810	2,280	590	25.9
Modoc	790	560	80	14.3
Shasta	11,700	6,960	1,970	28.3
Tehama	4,290	2,340	600	25.6
Mendocino	6,740	3,950	860	21.8
Glenn	2,120	1,640	310	18.9
Butte	18,070	10,170	2,510	24.7
Colusa	1,310	820	190	23.2
Sutter	6,000	3,690	1,080	29.3
Lake	2,670	1,500	320	21.4
Sonoma	28,160	16,270	2,850	17.5
Yuba	6,220	2,970	1,020	34.3
Yolo	17,870	11,810	1,790	15.2
Solano	25,610	12,710	2,070	16.3
Sacramento	83,740	53,640	8,110	15.1
Placer	12,020	6,050	1,130	18.7
Contra Costa	67,980	42,460	5,850	13.8
Napa	11,140	5,910	750	12.7
Alameda	120,780	73,130	10,610	14.5
El Dorado	9,530	5,330	1,330	25.0
Kings	9,140	5,160	1,430	27.8
Los Angeles	715,280	44,270	72,060	16.3
Orange	212,200	161,800	19,090	11.8
San Benito	2,390	2,050	600	29.3
San Luis Obispo	20,660	11,220	1,590	14.2
San Mateo	52,320	30,720	3,320	10.8
Santa Barbara	37,500	24,150	4,060	16.8
Santa Clara	150,300	112,590	14,780	13.1
Santa Cruz	19,840	12,580	2,650	21.1
Ventura	58,370	34,750	6,750	19.4
Total	2,381,600	1,197,920	252,090	
Average				21.2

There is definitely a correlation between high school dropouts and the high youth unemployment rates. The unemployment rate among high school graduates is clearly less than among high school dropouts. From a quick review of data available to us, it is fair to say that the farmworker youth has an unusually high dropout rate from high school. According to statistics provided us by the State Department of Education, only 2% of the migrant students that ever enter high school complete the 12th grade.[4] *Farmworker Youth that are between the ages of 16–21 and high school dropouts experience disproportunately high unemployment rates and should be viewed as a special target group.*

[4] State Department of Education, Migrant Ed Program, *Secondary Impact Study*, Sacramento, 1978.

Changes in the Percentage of the Migrant Student Population Enrolled in High School
From 1974 to 1977



* Source - State Dept. of Ed

* Source, State of California, EDD, Employment Data and Research, April 30, 1979.

Farmworker youth come from an economically disadvantaged background. Economic factors (family survival needs) exert tremendous pressure upon the youth to enter the farm labor force so that he/she can contribute to the family income rather than pursue further education and/or training.

The current realm of services and activities authorized under YEDPA have been diverse enough to address the unique farmworker youth employment and training problems and adapt easily to the various geographic areas and economics. Perhaps a better issue to wrestle with is not how should the services be targeted, but rather that *services should be expanded.* Our previous experience in operating Farmworker YETP and YCCIP programs are that there are still many youths that are not being provided with the opportunity to learn marketable skills and improve their lifestyles because of inadequate moneys allotted on a national level. There are *high pockets of unemployment in the rural areas where many farmworkers live.* The state of the economy in rural areas is an issue that is of national concern. *The method used to allocate moneys to farmworker youth should take into account these high pockets of unemployment.*

In an analysis made of farmworker youth needs, ages 16–21, one of the major problems identified was the high dropout rate from high school. Yet there is a small sub-category within this segment of the population that are high school dropouts desiring to go back to school. Still others are potential high school dropouts, many of whom seek employment before they are job ready. *Entitlement projects would provide a part-time job for the youth as long as he/she remains in school or returns to school. This would assist the family financially and ease the family pressure on the youth to enter the farm labor force rather than pursue further education and/or training.*

The California State Department of Education, in 1976, initiated several pilot programs similar in concept to the entitlement projects, however, they are called Secondary Impact Programs. The pilot efforts provide counseling and non-agri-

cultural part-time jobs for migrant students who are in need of financial and/or academic assistance to continue their education. Students must remain in school if they are to remain employed and in the program. *The primary goal of these programs is to assist the migrant youth to remain in school.* Although it is too early to tell what influence the program has had on the number of students graduating from high school, an evaluative report did reflect that the enrollment of migrant students had increased by 50% in the pilot areas in contrast to other high schools with high migrant student populations since the inception of the program.

III. What works best for farmworker youth?

The recent four (4) year reauthorization of the Comprehensive Employment and Training Act more sharply focuses on directing CETA resources to those most in need. The reauthorization has placed a special emphasis on structural employment problems. Farmworker youth are certainly a segment of the structurally unemployed. It is important that youth policies developed for the 80's be targeted for special youth populations which consistently experience high unemployment rates if we are to lessen the burden on government and positively affect the lives of these young adults.

Current youth legislation contains flexibility which assists us in meeting the diverse needs of the MSFW youth and allows us to design programs compatible to the various geographical areas and labor market situations. We would, however, like to offer our recommendations for several program designs that we have found to be particularly successful, or that address the unique problems of the farmworker youth.

(A) Program designs that simulate the industrial environment which contain all of the realities of private sector "work experience". The youth would punch a time clock and would be docked when absent just as on a job. The physical surroundings, the equipment, and the training tasks assigned would simulate those found in industry as much as possible.

Training would be open entry, open exit and each trainee would produce at his/her pace and remain in training until they are placed on a job. This private sector "Work Experience" model would be production oriented.

Reality counseling would be provided, counseling that would reinforce the production work ethic and assist the trainee in becoming aware of the work concepts in the non-agricultural setting. A job developer, who would have close ties with the youth would work closely and coordinate with the counselor. A participant would not be referred to a job unless he/she has acquired work habits and attitudes that would make him/her employable.

A program participant who is in need of basic education and english as a second language skills does not have to have these needs satisfied before he/she can begin to learn a skill. The basic Ed and ESL needs can be integrated with this type of program design. Basic Ed can be taught in the content of learning the desired skill. This approach helps the participant make the connection between the importance of basic Ed and the objective of learning a marketable skill. It is important that the trainee see progress towards the objective of learning a marketable skill. This helps maintain a positive attitude towards training.

ESL can be integrated in this type of program design through the use of bilingual instructors. The trainee would be taught English in the context of learning the desired skill. ESL instruction would be geared around the industrial vocabulary. Trainees desiring and/or needing further ESL instruction would have this made available to them through small group sessions. Further ESL instruction will facilitate personal growth and allow the participants to better cope with mechanization, which is quickly forcing farmworkers into the labor market where fluency in the English language is important.

Counseling and follow up are important components of this type of program design. They facilitate the transition from the classroom to the work environment. A farmworker YETP operator, which utilized this type of program design had a high success rate, with 79 percent of the trainees placed on jobs and with a retention rate, after 90 days, of 82 percent.

(B) Entitlement type programs should be continued and the eligibility criteria expanded to include Farmworker YETP programs. Farmworker youth are often stereotyped and oriented for low skill occupations by the educational system, the community and the employer. As a result, exposure to career exploration and

career ladder job opportunities are limited. Recognizing this, the placing of a special emphasis on counseling and career exploration should be an integral part of the program design.

These types of programs would provide the following benefits to the community and the youth:

(1) They would impact school retention in a positive manner.

(2) They would provide exposure and experience in the world of work to the youth. Actual work experience would be provided; this would reduce the risks that an employer takes when hiring a youth.

(3) They would increase knowledge about youth employment and training issues and problems.

(4) Entitlement projects would integrate the school, work environments, and facilitate the transition from school to work.

(C) Involvement of private businesses, the community (particularly youth), and the educational system is extremely important in the planning and implementation of youth employment and training programs. The private sector employs over 80% of the Nation's work force and this number is increasing rapidly. Through involvement of these three elements the educational system is sensitized to the labor market's needs—both present and future—and, as a result, are better able to design their curriculum to meet the educational needs of FW youth. The youth is informed of what the employer is seeking when he/she recruits, hires, trains, and promotes. The employer is able to advise program operators of present and future occupational demands and assist in the program development. This should ensure a higher and better placement rate. The employer will also become aware of the unique problems that farmworker youth face in the non-agricultural labor market and will be more sensitive to the youth's adjustment problems in the transition period.

Linking and coordinating between the community, the employer, and the educational system can occur through the expansion of the PIC (Title VII) Model. It is our recommendation that the PICs concept be expanded to include a farmworker focus (including youth). Private Sector Youth Employment and Training Program emphasis is not meant to replace the Youth Councils that are mandated under current legislation (which often neglect farmworker youth) but rather that the private sector be encouraged to work with such youth councils, allowing youth involvement in the program development of YETP programs that will ensure their sensitivity to the client population they are attempting to serve.

(D) *Programs should be geared to the rural areas special needs.* In rural areas, where the private sector is not as substantial, attention should be given to the creation and strengthening of rural organizations which have a clear commitment to economic development/job creation and job training/placement. The major problem in many rural areas is the limited range of job opportunities, and by supporting community based organizations with employment training and job placement emphasis and business cooperatives it will be possible to create job opportunities in rural areas. Community based organizations are in an excellent position to make community and private sector linkages happen.

The program designs for economic development projects in rural communities, for the purpose of job creation and stimulating the economy, should include at least a twofold approach:

(1) Regard this project as purely income producing—where profits stay within the community to further economic growth.

(2) The community organization operating the project should act as the "labor contractor" to insure that a higher or fixed percentage of jobs at all levels are set aside for the local community. This ensures a community benefit through jobs and contributes to the economic growth of the community.

Emphasis should be placed on income producing businesses that create jobs and provide services that are nonexistent in rural areas.

IV. What kind of delivery system is best for farmworker youth employment and training programs?

Through experience, we have found that Community Based Organizations are excellent service providers for "special target groups". There are several reasons for this. CBOs are traditionally involved and strongly linked with the community, most importantly the client community. Farmworkers actively participate on many of the Advisory Councils and Board of Directors for our CETA III, Sec. 303 Operators. This allows for their input and participation in the development of policy that administers these programs.

The staff that serve the farmworkers in the local areas are usually sensitive to the low-income community, their cultures and the language. They are usually reflective of the client population they serve. Government, be it Federal, State, or local, has been traditionally viewed by the poor community with askance. Community based organizations have been effective in establishing trust within the communities they serve.

Recently, critics of CETA programs have been very vocal in their concern of the fraud and abuse found in some CETA programs. Our statistics reflect our cost effectiveness as Sec. 303 YETP Operators. Program participants have been placed on jobs at an average entry wage of $3.48/hr with an average cost per placement of $6,000. Approximately 65% of the participants entering training were placed, with a high retention rate of 91% after the 90 day follow up.

The recent tightening of fiscal measures for prime sponsor CETA Operators is nothing new to community based organizations. They have long been under the scrutiny of the Department of Labor. Community based organizations have to demonstrate their effectiveness in order to have a chance in the annual competition for funding. They are not presumptive sponsors.

V. How should program performance be measured? What long term performance standards can be applied to YETP programs?

Employment and Training Measurements—Traditional employment and training measurements that the Department of Labor has used in the past include the following:

Number enrolled, average cost per placement, placement rate, retention rate, average starting wage.

Other measurement tools that we feel can be developed to measure program performance could be:

(A) A methodology that would measure attitudinal change within a youth, prior to program enrollment, and upon termination of a program. Instruments have been developed that deal with measuring attitudinal change in youth. The attitudinal change created within a youth will contribute to the personal growth of our program participants.

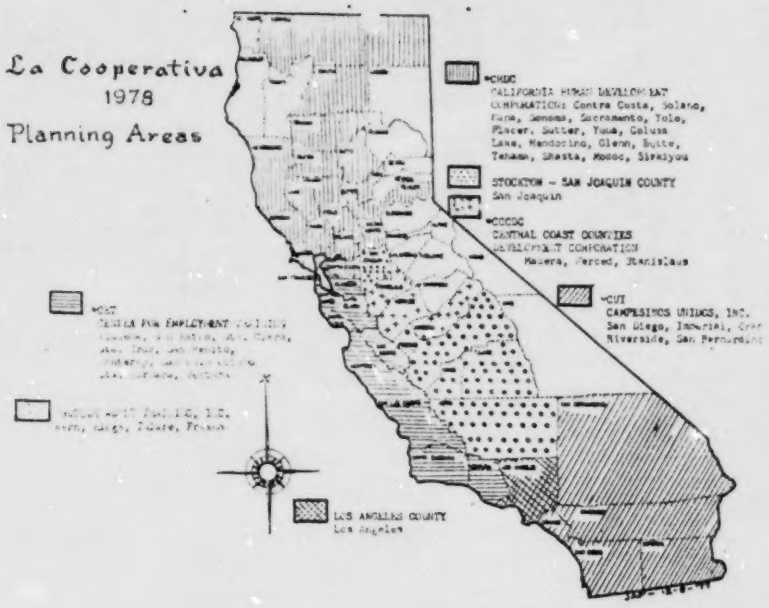
It is understood that the Department of Labor will use to some degree the traditional measurement tools; however, we like to introduce the thought that other performance standards can also be used to determine the success/failure of a program.

Educational Measurements--should be an integral part of the performance standards that are used to measure the effectiveness of YETP programs. The following are criteria that can be used as long term performance standards.

(A) Increased reading comprehension.

(B) Increased percentage in the number of farmworker youth that are graduating from high school and pursuing education at community colleges and universities.

(C) The number of young adults that are obtaining GED's through program efforts. The performance standards that are used to measure the success/failure of farmworker youth employment and training programs should be expanded to include other non-traditional criteria.



STATEMENT OF ROGER GRANADOS, EXECUTIVE DIRECTOR, LA COOPERATIVA CAMPESINA DE CALIFORNIA, STATE OF CALIFORNIA MIGRANT AND SEASONAL FARMWORKERS COUNCIL

Mr. GRANADOS. Thank you, Mr. Chairman, and members of the committee.

I would like to introduce two young people who are involved now in an entitlement program, one of our farmworker programs in the State of California. To my right is Kelly Sotelo, who is of Filipino and Mexican backgrounds. I guess she capsulizes two of our largest migrant seasonal farmworker types of groups that are in the State of California. And to my left is Carlos Zepeda, of Mexican background. And both of them work in the northern part of the State at this time, and both of them are high school seniors.

As soon as I have completed, Mr. Chairman, I would be happy to answer whatever questions I may, and that you address to me. And if there is a chance, just before we conclude, at your discretion, I would suggest that you might ask these young people for some of their experiences in the entitlement program, if that is possible.

La Cooperativa Campesina, Mr. Chairman, is a council whose membership consists of all CETA title 3, section 303 programs in the State of California. We basically now service 41 counties in this State, and we are all of the CETA programs under that title in this State. We also serve the States of Oregon and Nevada. We are CBO's and are funded directly by the Department of Labor.

The document before you does provide you some background to our testimony. I have no intentions of going through it, only for the first three pages.

Mr. HAWKINS. May I ask you before you begin, is this a rural program?

Mr. GRANADOS. No, sir, it is a farmworker program. And to distinguish it, in terms of why I am putting it in those terms, in the State of California particularly, the largest segments of our farmworker population reside in SMSA areas, metropolitan areas; San Diego, Fresno, Santa Clara County. These are counties of large farmworker populations and are basically metropolitan areas.

Mr. HAWKINS. So it is both, however, with your main concentration in metropolitan areas?

Mr. GRANADOS. The main concentration of farmworker families, yes, sir. But it is both rural and metropolitan in terms of farmworkers.

Mr. HAWKINS. Thank you.

Mr. GRANADOS. Yes. First, we want to go on record as fully supporting the intent and the purposes of H.R. 4465, guaranteeing employment of economically disadvantaged youth, coupled with needed educational opportunities. Data in your hands will show the high unemployment rate in areas of farmworker youth concentrations. You will find a whole table of those in what our State of California calls significant offices of the employment service, on page 9. Those are the statistics of the high unemployment rates in these significant office areas that are designated by our employment service. As high as 50, and over 50 percent in Imperial County, for example, the first one you will note on there.

Second, we want you to understand that there are—the high school dropout rate, and we do have data on that as well for you in those tables, tells us that we need not only the kind of legislation that deals with employemnt and training but with educational needs of our young people. Our data very clearly shows in terms of those camps that the State does sponsor for farmworker families that over 70 percent of our farmworker people are not getting an education beyond the eighth grade.

We as such feel very strongly that you need to understand this significant segment of our national population. Congress intent, I feel, very clearly set aside farmworker concerns by establishing under title 3, section 303, that kind of designation for a group of people that need to be served very uniquely, not exclusively, obviously, but uniquely so.

Let me tell you about our farmworker programs and how they do operate at this point in terms of funding. Our grantees must compete, and through a competitive process must demonstrate their effectiveness in dealing with CETA programs. If they do not demonstrate so, they are eliminated from the process. They do not have the guarantees of prime sponsorship, although they assume all the responsibilities of prime sponsorship. But they must compete, and have been competing on an annual basis, so that every operation funded directly out of Washington must compete for those funds. That is, to be a grantee.

Now, every State is allocated a certain percentage of money out of the Federal allocation. That is one pot for which we compete. Within this State there are six competitive groups, and they are subject to competition from anyone else: prime sponsors, the State of California or any community-based organization in the State.

51-301—79——9

Apart from that, to get youth funds, it is required that we then compete on a national basis to get funds for farmworker youth, from one national pot. That in itself is a second round of competition, and very clearly a different kind of competition. It means that conceivably this State could be left without any funds, if it did not compete successfully nationally.

As a matter of fact, last year that county that I point out, Imperial County, with the largest youth unemployment, for example, did not receive a single penny for farmworker youth out of the national treasuries for that kind of program.

The State of California, with one-third of the Nation's farmworker population, in the first round received not a penny of YETP moneys in this State, under that competitive process. It is not possible for us to set aside 2 percent of certain portions of title 4 of the youth funds for farmworker youth when we find that we are not even able to handle, nor even entitle young people in every sector of the country to have access to those resources.

In this competitive process, we are making recommendations, and they are on page 2 of that testimony that you have before you. We are advocating that the allocation formula of 2 percent set aside for farmworker youth under title 4, part A, actually it should be, subparts 2 and 3, be increased to 5 percent. That is the basic formula for all farmworker programs at present across the country. And there are many, many more young people. We have an exceedingly large youth population in the farmworker community.

Extended also to include a similar percentage also under part C, that is the summer youth program. The entitlement program that you are in part referring to, or dealing with in this present bill is not part of the farmworker program. Not only competing for granteeship, not only competing for farmworker funds across the country, it is then a requirement for our farmworker programs to compete with other organizations with prime sponsors for those resources. So that again we are in the third round of competition in order to serve our farmworker youth per se, especially in the summertime.

The second thing that we are suggesting is that the present competitive process for youth funds be ended, and that the 5-percent set-aside, if that is approved, that the grantees that are funded under a competitive process become the conduit for the usage of those resources, and that they should be allocated on exactly the same formula that we now are receiving our funds on State basis.

And third, that the office of national programs through the office of farmworker programs be responsible for the disbursement of farmworker youth funds requiring the appropriate staffing to administer these resources. Staff with youth experience that can provide TA to our grantees and who can work closely with CETA's youth offices.

Now, with respect to the bill itself, Mr. Chairman and members of the committee, we fully support part A, the entitlement program as amended. But again we remind you that no provision is made to serve farmworker youth per se, since the only ones eligible to secure these funds and resources are prime sponsors. It is our contention that the intent of Congress, providing for title 3, section 303, is to lift up

this segment of our population in order that they may be properly served.

There is a reason why there is a court order called the Judge Ritchie court order, simply because there are not equal opportunities for the services that are normally available to others. Certainly there are many who have not received those services themselves, but there is a court order that requires now, certainly in this State especially, that we serve farmworker populations.

Likewise, part B is fully supported. We do need the training centers, the job corps in the nonresidential types of programs. Still, we feel we need more flexibility. Many large segments of our population are going to have to be moved, relocated in order to survive. There simply are not the job opportunities in some cases in those particular parts of our State, and certainly other parts of the country.

We would like to see job corps centers that are mini-type centers where we can set them up in such a way that we could provide almost a halfway house for those that need to make the proper adjustments before they are relocated, along with their training. And we are suggesting very strongly that more flexibility be provided in the job corps area, and continue to support the nonresidential type of program under job corps.

And third, we support parts C and D. We want to see much more cooperative projects with Federal programs. We are very much involved in cooperation with the State and other Federal agencies' regional office. And title 2 that speaks to the amendment of title 7, we have a long history and experience in dealing with private sector.

Some of you are familiar historically with OIC, the work of Leon Sullivan and that program. We have had since that history as well, under a program called Center for Employment Training, which at one time was OIC-CET, the two programs were combined—they are very much the same kind of programs, both in the terms of model and operation. It is the involvement of the private sector. Not only do we have all the major corporations in this State involved with us, but we feel very strongly that you should be part of that kind of program as well.

Those same various private sector operations are now working with us and setting it up on a regional basis. We will work with five States. And we are funded with five States in farmworker programs, in order that we may bring together the private sector and our own training programs. We are a skills training effort as such.

And we would close this part of our testimony, Mr. Chairman, with just a few observations. I ma hopping that we will be able to see some changes in employment policy, that more realistically brings together economic development and CETA. CETA and the economic development concepts must be brought together. There is a great deal of difficulty with present legislation that does not always allow us to utilize our CETA resources to move into economic development and self-employment opportunities as well as working with the private sector.

We want to be able to create jobs as well as to fill jobs. And finally, Congress should give serious consideration to allow the farmworker programs, in much the same way as prime sponsors now do, for consortiums to exist where three or more such bodies come together, that

a 10-percent bonus be allowed to them that they may have then access to establishing the kind of staff that our office now has here, funded by the State of California, that gives us the time to work at making things work; such as, cooperation, coordination. I work with every agency in the State of California in bringing together cooperative activities and joint activities and joint funding for farmworker programs. That is the only way we are going to be able to serve adequately our people.

We do work with the universities, we do work with the educational systems. We do work with all of the departments. We of La Cooperativa want to thank you for the opportunity of being here and providing this testimony. We want you to know that we are committed, for the sake of farmworkers, to make CETA work, one way or the other.

Mr. HAWKINS. Well, thank you, Mr. Granados.

Mr. GRANADOS. Thank you.

Mr. HAWKINS. That was very excellent testimony. You possibly may, at this time, before we begin to ask questions, have some statements made by those who accompany you. May we first hear from Ms. Sotelo? Do you desire to make a statement?

Ms. SOTELO. Well, the experience I have is, they trained me for a job, and it helps me. You know, I didn't want to go to school or anything. And then I got on this program and it has kind of helped me, like getting me back into school. Now I want to go on to college if I can. What I am learning is to be a duplicating clerk and graphic artist right now. And this program helps me because we have these workshops. And people from the universities come and explain to us how to get into college, and about other funds on helping us into college, and other programs that we can try to get into.

And that is things that we didn't know, you know, like we would probably—probably wouldn't go out and look for ourselves. And it is really a good program. It has really helped me a lot. That is all I have to say.

Mr. HAWKINS. The other young man, Mr. Zepeda.

Mr. GRANADOS. Yes, Mr. Zepeda.

Mr. ZEPEDA. What I would like to say is that my dad has been working as a farmworker for 35 years now. And he has told me, "It has been a hard life." I am 17 years old right now. And we have struggled through for a long time. I have been going to school. I started working in the fields when I was 15 years old, 2 years ago.

I thought after a few months, "Is this what I am going to do all my life, follow my dad's work?" And then in Rio Vista, that is where we live, you cannot get a job there. It is a rural city. They will not give jobs there. And I cannot go out to a bigger city to get a job.

I didn't know we had these programs for farmworkers. So this outreach person came out to the high school and said—you know, if my dad was working on the farm that I could get a job. And I applied for it, and I did make it. And this program has helped me a lot. Because now I can see to the future, you know, that I am not going to work in the fields. I can go on. I am studying harder now because I can see a future. And I know now that a high school diploma is very important, in going on. And it has helped me a lot.

We have had a workshop this past week that they helped us fill out applications, make resumés. And that has helped me a lot more than it

has at school, because they don't, you know, specify on that in the class. We have had it, but in this workshop, it is just on applications and resumés. So these programs have really helped me a lot, and helped my brothers. These programs will be around for my brothers when they grow up. I really like them.

Thank you.

Mr. HAWKINS. Thank you very much.

Mr. Granados, if we did away with the competitive system that is now in operation, and let us say established a set-aside as you suggested the 5 percent, which is pretty common in most of the laws which are now carrying such provisions, how would you then be assured of being considered? Would it not still be somewhat competitive?

Mr. GRANADOS. Yes, Mr. Chairman. I am not advocating that we do away with the competitive process. I happen to like it. In the sense that each grantee must demonstrate—and most of our grantees in this State are community-based organizations. This is not the case in other States. But I do believe in the competitive process, that those programs that show their worth ought to be able to stay on, and those that don't ought to be eliminated, vary simply.

But my position is, and the position of our office is that once a grantee has demonstrated and has successfully competed, they should not be then put in the position of having to compete for other funds. They should be then entitled to also receive those resources that would serve their youth, in this specific case, and not be forced into a competitive process.

Now, very frankly, with a 2-percent set-aside, it is impossible to provide the resources across the Nation for every grantee that does compete successfully. So that we have to compete on a national basis. And that is why I am suggesting, to be consistent with the rest of the act, that that be raised to 5 percent, and thereby entitle then every successful grantee who has competed to receive that percentage of those funds to serve their youth in their particular areas.

There is just no justification to say to someone who serves the counties of San Bernardino, Riverside, Imperial, San Diego, and say to them, "You are a successful 303 program, but we are not going to give you any youth moneys."

Mr. HAWKINS. I was thinking offhand that the set-aside was a minimum. Is it not in excess of, or is it at least that amount should be set aside? Also, I was under the impression that you still could qualify for the resources other than the specific set-aside. Which is correct?

Mr. GRANADOS. Yes. We qualify for the set-aside. In terms of youth in particular, for example, we qualify for 2 percent of those resources nationally. But we also are entitled, I suppose, if we wished to, and in most cases we attempt to go to our prime sponsors to ask of them that they also respond to that significant segment.

But apart from that, the only moneys that we are entitled to, maximum is that 2 percent for youth resources.

Mr. HAWKINS. Your position is, that in effect it has become the maximum rather than the minimum.

Mr. GRANADOS. Yes, sir. That has become the maximum.

Mr. HAWKINS. Then it is considered to be that amount of money which is going to be allocated for this particular purpose, and that in effect ends it?

Mr. GRANADOS. Yes, sir.

Mr. HAWKINS. Mr. Tauke.

Mr. TAUKE. I want to congratulate you on your testimony. It was very comprehensive and very helpful to me. I have no additional questions.

Mr. HAWKINS. Mr. Weiss?

Mr. WEISS. Thank you, Mr. Chairman.

Ms. Sotelo, what grade of school are you in, what year?

Ms. SOTELO. Twelfth.

Mr. WEISS. Twelfth grade. And when did you start the program that you just described?

Ms. SOTELO. This June.

Mr. WEISS. June of 1979?

Ms. SOTELO. This year.

Mr. WEISS. And what kind of a program was it? How many hours did you work and where did you work?

Ms. SOTELO. Well, when I was in school—I started right after I got out of school, 8 hours a day. And I work at Rio Consumes College in Sacramento. And I am a duplicating clerk. I run presses and I do a lot of layout design, pasteup work. I am just a duplicating clerk and that is the kind of work I do.

Mr. WEISS. And how long will you be holding that position, do you know?

Ms. SOTELO. I think just till the 31st of this month.

Mr. WEISS. And then are you going back to school for your last year of school?

Ms. SOTELO. Yes.

Mr. WEISS. And you say that you are now planning to go on to college?

Ms. SOTELO. Yes. That is right.

Mr. WEISS. Thank you.

Mr. Zepeda, how about you? What kind of job are you involved in?

Mr. ZEPEDA. Right now I am working at a fire department. Well, before I thought, you know, a fireman, you don't need any school or anything. Now I know that you need 2 years of college to go to be a fireman.

Mr. WEISS. What year of school are you in?

Mr. ZEPEDA. I will be a senior this year.

Mr. WEISS. And how long have you held your job?

Mr. ZEPEDA. I started in May, the middle of May. I was still in school. And I needed, of course, some money. And I came into this program. And I worked 3 hours after school a day for 5 days.

Mr. WEISS. Five days?

Mr. ZEPEDA. Yes, sir.

Mr. WEISS. And what do they pay you for that?

Mr. ZEPEDA. They pay minimum wage.

Mr. WEISS. And how long will that job continue?

Mr. ZEPEDA. This will continue until I graduate, if I want to keep on the program.

Mr. WEISS. In other words, you will be able to hold on to that position while you are going to school for your last year?

Mr. ZEPEDA. Yes, after school work, yes, if my grades keep up. That is one thing. If I go down on my grades, I won't. They won't allow me.

Mr. WEISS. Fine. Thank you.

Mr. Granados, I am not sure if you have had a chance to look at H.R. 4534, which is the bill that I have introduced.

Mr. GRANADOS. Yes, sir, I have.

Mr. WEISS. The reason that I raise this, we got a lot of comments about the various employment programs to the effect that we don't need any more money because, A, you can't solve the problem by throwing money at it, and B, even if you had the money, you couldn't create additional jobs or provide the additional training opportunities.

On the basis of your experience, could you in fact utilize more funds in the program areas that you are involved with, for job creation and job training?

Mr. GRANADOS. Yes, sir, very definitely. I will give you an extreme example, but I think a very good example of it. Take the Silicont Valley, in Santa Clara County, and San Jose in particular. The industry of electronics will create at least 30,000 new jobs a year. There is no way we can begin to fill them. The State of California is now seeking special legislation to begin to get some of our educational institutions to respond to that need.

We ourselves are training at least 1,200 in that area alone a year, and placing them at entry level as well as higher skill levels. There simply are not enough resources and not enough training programs to begin to fill just that one need.

There are other metropolitan areas that are just as critical. We simply need more resources to do the job. And we are talking about skills training. Now, in some instances, OJT works fine.

And some of our grantees are basically into the OJT programs. In some other areas, industry prefers the classroom training, in which case, though, they perform for us the advisory body that not only provides the curriculum, and must approve the curriculum that is used in the classroom setting, but also must provide, in effect, the support system that also gives us instructors in classroom training per se. And we have those instructors. They provide us with equipment and resources far beyond what we are able to get from the Department of Labor at this point.

This State receives approximately $14 million out of title 3, section 303. Our grantees generate over $60 million a year. And that is still only a drop in the bucket. But they work hard to generate those extra dollars from other resources.

And, yes, we do need those resources. I still would advocate, though, that for us the competitive process—for me personally, is one of the best ways to make sure that we are doing our job. And I wish that other CETA operations had to prove their worth through a competitive process as well.

Mr. WEISS. What percentage of the young people who have needs, do you think, are being met currently by the CETA programs?

Mr. GRANADOS. CETA, or just the farmworker programs as such?

Mr. WEISS. Say the farmworker programs.

Mr. GRANADOS. I would say less than 2 percent.

Mr. WEISS. In other words, 98 percent of the youngsters who could be helped are not being helped?

Mr. GRANADOS. That is correct.

Mr. WEISS. And who would be interested in being helped, cannot be, because of lack of funding?

Mr. GRANADOS. That is correct. There have to be some special programs established. Take for example the emphasis that we place on SYPED, the Summer Youth Program for Economically Disadvantaged. It comes at a time when any farmworker family knows that that is the time when their young people cannot only make the most money but it is most beneficial for the family to be out in the fields, not at the minimum wage. And what we have to do is develop some other kinds of programs that carry them through beyond those summer months.

We simply are not reaching our young people through our normal CETA programs. Many of our young people will start some programs and just drop out. That is also reflected on our educational system. Less than 2 percent of our young people make it into college.

Mr. WEISS. Well, again, I am sure that the chairman, and certainly I would very much appreciate whatever specific comments or suggestions you may have for modifications or improvements in the program. So that in fact the money that we have will go into meeting the needs that you think are paramount, and also what other programs you think ought to be utilized to meet those needs.

Mr. GRANADOS. May I then, with your permission, Mr. Chairman, basically say that if I were to simplify what we feel very strongly about, and that is that there be a consistency, for purposes of much more comprehensive planning on our part. Because we assume responsibility as grantees, that there be that 5 percent, as one part of the law under title 2, across the board, for the youth programs, and also title 7.

Now, title 3, section 302, which are our American Indians, are included under title 7. Our 303 farmworkers programs, again funded categorically out of Washington, are excluded from title 7. And I don't mean by exclusion that someone deliberately excluded them. I think it was just left out.

And my point is that it will allow us to comprehensively think about planning how to best serve across the board all of our training programs, our young people, and working with the private sector, instead of requiring that we go through several other kinds of hops, and then find that we are spending 50 percent of our time just getting reeady for competition.

May I say also that Ms. Sotelo comes from a very beautiful family of four children. And I guess a little more prolific here, a family of an even dozen. These are generations of farmworker families. Our Filipino communities in the Stockton area have been harvesting our asparagus fields, and many other crops in that area, for many, many generations, as have many of our foods on our table, for the largest industry in the State of California.

I think we need to pay attention to it as a major concern, under your legislation. Thank you for this legislation that is being introduced.

Mr. HAWKINS. May the committee give a special commendation to the two young people you brought with you, Mr. Granados. I am familiar with the area from which they come, the Rio Vista and Sacramento area. I know the problems of that area. Certainly, I think, these two young people represent two of the finest examples I have seen of the success of a program as you have outlined it. All three of you have been very persuasive and I agree with Mr. Tauke that your testimony was very comprehensive and very enlightening.

In addition, I think the recommendations that you have made are certainly reasonable ones. The subcommittee is deeply appreciative of receiving them and I can assure you that we will give them our honest and full consideration.

Mr. WEISS. Mr. Chairman, with your permission may I ask another question?

Mr. HAWKINS. Sure; go right ahead.

Mr. WEISS. You had made some comments about involvement with the private sector. I believe you said that under title 7 you think that there ought to be a greater focus for farmworkers. What is your experience with the private sector? Are you finding any improvement in that relationship? Basically, whatever comments you may have in that area.

Mr. GRANADOS. Yes. Our experience has been very positive, and continues to be an excellent relationship. We, as I mentioned earlier, have had private industry councils in effect for quite a few years. And we find them—reviewing all of our curriculum—we are training farmworkers in over 45 different occupations in this State. And you can name any occupation you want, and we are into, just about, as long as there are jobs out there. And we rely on that industry to point out where those jobs are. Because of the migrant nature of some of our families, we have determined with the Department of Labor that we need to work regionally.

It isn't enough to simply work in the State of California. We are now involving the States of Arizona, Nevada, Washington, and Oregon, along with the State of California, in our planning with private industry. We have had quite a few years, and it has been a good experience. And it is improving.

Mr. WEISS. I am very pleased to hear that. I, too, want to commend you for the testimony and your associates for their testimony because I think their statements really underscore and exemplify what all of this talk and discussion really is all about, getting jobs, training, and opportunities for people like them.

Mr. GRANADOS. I just met these young people today and they are beautiful.

Mr. HAWKINS. I thought you had coached them.

Mr. GRANADOS. I am sorry, I wish I had. No, I just met them. And they were referred by one of our operators, or grantees, as they are properly called. And we just rode over together. And they are beautiful people, and I am glad to meet them myself.

Mr. WEISS. Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you again.

There are several persons who have requested to speak. We will try to accommodate as many as possible. I would suggest that insofar as

possible, the witnesses try to confine their testimony to within 5 minutes, this will give us a better opportunity to respond to the other requests that have come in. It will just call the names in the order which they have requested of the Chair to be heard.

The first one is Ms. Birdell Moore, a resident of the Watts area, and longtime activist in the South Los Angeles area of the city. Ms. Moore, we are delighted to have your comments.

STATEMENT OF BIRDELL MOORE, RESIDENT, WATTS AREA

Ms. MOORE. I thank you, Mr. Hawkins, for permitting me to speak. And I think both the other members of the panel for staying here so I could speak.

And I would like to say this. It disturbs me to sit and listen to the wonderful programs and the many—much funds that are given to other racial groups. Now, this is my whole concern. The affirmative action plan which Washington figured out where everybody would get an equal chance to jobs, are not being practiced anywhere but in the south central Los Angeles area. They got a Chicano community program, and it says that, and it means that; they have a Japanese program that says that, and that means that; the Chinese, the Vietnamese, Vietcong, what have you. Nobody is hired but their own individual racial group. But in south central Los Angeles, you can find some of everybody. And fighting and building and—and houses. And this is the kind of thing that I don't think that we black people are gooing to tolerate very much longer. Because if you can't force these other groups to quit discriminating with jobs, we can do it, too. Because we are not going to be the only nondiscriminating people in the world.

It is not fair to us to ask us to be, because we are the ones that have never had very much of an opportunity. And no sooner we started to get an opportunity, in 1960, everybody backslided from the white race into a group you call minorities.

And that cut our chances down. And the discrimination of the different groups is cutting it down farther. Either you stop the discrimination of these other groups, where your youth can get some jobs, as well so in their community as we give them jobs in ours. Or we are going to eliminate all of them that are working in our community and hire our young people. Because our young people, as Mr. Bradley said, are standing on the streetcorners, being locked in by dope, and everything else, and all kinds of crime, because they have nothing to do but—because we cannot have jobs where we can hire all of them and everybody else, too.

And you are talking about down in the valleys and in these farmworkers—I too lived down there. And I go down there every year. And I haven't found any of our black youth working in any of those farmworker programs. And that is where they used to go after school. They would work in the grapes, they would work in the potatoes. They would work in whatever farm work there was. But now they don't.

I was down there this year in July. I made a survey of that. They didn't do it. They are not getting it. And out there in the San Joaquin Valley, I have relatives living there, and born there. And they have never been able to get a CETA program job. And all our young adults

are getting is CETA jobs which lasted 18 months. And then they are out on the streets looking for another job.

And all the jobs that is stable is given to other people. And they are in our community.

And all the representatives that represent our program is other group of people, not black people. And how can anyone feel—they cannot communicate with us, but we are supposed to be communicating with anybody else.

And then talking about language, our language was taken away from us by punishment of death. Now they try to impose another country's language on us to be able to get a job. Why should we have to speak Spanish to get a job in our own English-speaking country or be denied our job?

Now, this is the kind of thing that we are tired, very tired of your death sentences.

Thank you.

Mr. HAWKINS. Ms. Moore, the only thing I can say, in commenting on it, if I may comment on it, is that the law as it is written prohibits any type of discrimination in any of the programs that are funded. The law is based on need, without regard to race, color, or any other form of discrimination. If there are instances of such being practiced, it is not in accordance with the law.

These practices would arise in the administration of the program. But the law is not intended to help any or to hurt any particular group but to provide benefits which are based on economic need. And actually, as I say, the law contains very strong provisions with respect to any type of discrimination on the program. I just thought you should know that that is what the law says.

Ms. MOORE. Well, Mr. Hawkins, I can give you one. I sent two young ladies out to the big General Los Angeles Hospital, and to get a job in the CETA program. And when they got out there, they was asked, did they have a green card. And one of the young ladies that I sent out there was born in that same hospital that they asked, did she have a green card. So they did not get a chance to fill out an application.

And she came back to me and she said, "We couldn't fill out no application." And I says, "Why?" "Because we didn't have a green card." I said, "What would you do with a green card?" They said, "I don't know. That is what the man told us."

And then I explained it to her what a green card meant, that is a work permit for aliens. And I said, "Are you an alien?" "No, I was born out there in Los Angeles County Hospital." And the other one was born in Santa Monica Hospital.

Now, these are the kind of things that is being done. And I would like you to make some surveys yourself. Because I don't think they were doing that and would stop if they see you or know you are making surveys. Because they feel that they have got away with it this long, they are going to continue to get away with it. But now——

Mr. HAWKINS. Ms. Moore, I will be very glad, not as chairman of this committee, because this committee really doesn't get into the question of cases, but because you happen to be a constituent of mine, to have my office make inquiries and to take up any of those individual cases, so as to actually ascertain the true facts as apart from what

they appear to be. You may have a correct impression, I am not saying that. But my office would be very glad to make a formal inquiry into the matter.

Ms. MOORE. Yes, sir, that letter I gave you has got all of it in it. Thank you.

Mr. HAWKINS. Yes, thank you.

Mr. Tauke, any questions?

Mr. TAUKE. I do not have any questions. Thank you.

Mr. WEISS. No, thank you, Mr. Chairman.

Mr. HAWKINS. Thank you, again, Ms. Moore.

Ms. MOORE. Thank you, sir.

Mr. HAWKINS. The next person who has requested to be heard is Mr. Woodrow Rideaux who is president of the Watts Branch of the National Association for the Advancement of Colored People. Mr. Rideaux, we are appreciative of your patience in staying around until this point and we are very glad to hear from you at this time.

STATEMENT OF WOODROW RIDEAUX, PRESIDENT, WATTS BRANCH, NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE

Mr. RIDEAUX. Thank you, Congressman. Thank you for giving me the opportunity to be here. I didn't have the opportunity to have a written presentation to present here. But there are some things I certainly wanted to raise. Because my organization is certainly in support of the youth employment, because we think this is one of the most important and foremost things that we must deal with today.

But I am also aware of the fact that since we have moved in that direction, that we must do some reevaluating of some of the programs and some of the funding that we have done in the past. I would like to point out that though my organization does not have CETA programs and have work programs, but I do work with all the agencies in this community, and that is a lot of them, who do have work programs and working youth.

And many of these organizations find themselves very frustrated. They are frustrated from the fact, the way they are funded. They don't know whether they are funded from 1 month to another. And it makes it very difficult for them to make some long-range plans. This really creates a panic for them to be able to plan for a real working program with youth.

And youth really realize this very soon, when the agent they are working under is having no plan, no real long-range program. I think that when we consider this bill, I think we should consider it on the basis of, when they fund the agency that they fund them with the consideration that they be evaluated from time to time so that they can know, the program, whether they will have it the next 6 months or a year, so they can have long-range program.

And I think again that all these agencies should be monitored. And I think that sincerely, because training young people is the thing that from day to day—changing events, changing technology, that they have to be trained. The trainers have to be trained to train

young people. So therefore they should be monitoring to be sure that they are doing their job.

And further, they should be monitored to the extent that where they go out to work that these youngsters are working on jobs, and not make-believe jobs. This is one of the things that is really hurting and really, to many young people who go out and are supposed to be working, and not really working, on make-believe jobs or not any jobs at all. And when they are all done they do not have any real work experience.

And when they come over here, and that is sometime, maybe every couple of years or 1 year, and go into the private sector or public sector and start to work, they feel like they are being taken advantage of, because the work experience that they have been given and shown was not really a work job, so that when they go into the private sector, they know what the work is, know what 8 hours is, know what going in to work on time is, and know what it is all about.

I think all these training jobs should be coupled with some classroom. I think one of the kind of things that we get often in this community and all over, that young people can't fill out an application because young people don't know what you are talking about when you talk about work. Most all our youngsters just grew up, until they go out and start to work, and you talk to them about work and they don't know how to fill out applications, because they don't know what you are talking about.

Again, I think it is much cheaper to spend the money for us to make sure they are properly trained, through the classrooms, in order that they will have a real working knowledge of what a real work job is, what a day's work is, and what their responsibility is.

Again, the kind of training that is going on, sociologically, what we have done, we have filled the institutions—we have filled the institutions, this whole community, mass of young men and young girls on probation, parole, because they could not hold a job. And they go to the next thing. And many of the institutions are full because they have not been properly trained. And I know that is not what we want to do.

And as long as training is going to be with us, and it is going to be with us, because all young people are going to have to be trained to work—and the training to work I think is our responsibility, to put out the proper kind of program so they can at least be properly trained.

Our schools in themselves are academically—they don't deal with the portion of what work there is. And they don't—that some of our young people have ambition. They want to be an employer themselves. And they don't know anything about that in many communities. There is no successful business going to stimulate them and motivate them to want to go this direction.

So therefore, it is left up to us to bring to them the kind of training, if we are going to be the leaders, and we are going to go spend the money on them, that we bring the kind of program to them that will develop them in the kind of citizen that we would want them to be, and instead allow them to develop into just whatever they possibly can.

Now, it is very sad. I have many youngsters that come to the office saying to me, "I have been everywhere and tried for a job." Then they

get a job and they come back later on. They can't hold it because they have not been properly trained. They don't know what the job requirements of a job are.

And when we funded these agencies, we fund them, monitor them. When they send them out to work, it should be built in, all these that are funded, that the agent ought to be monitored, that the employer, when they send them out, that they be monitored, so when that youngster goes out, that you know he has had a work experience.

We have thousands of youngster now, this summer that are working, thinking they have had a work experience, until the time comes they will attempt to go out in the private sector to work and they find they don't have that work experience.

We have to see our own youngsters and the way we have come across to them in attempting to get them ready to going to manhood, going to private sector or public life, to build a life for themselves.

Of course, we said, this is experience. I think if we look to how much we pay, in terms of the money to keep these in institutions, in terms of the damage that they do, to homes and to citizens, whatever amount we appropriate is a small amount. And I think this is where our whole nation hangs, with our youth, and what we do for them, and what we must do for them, without a doubt.

Mr. HAWKINS. Mr. Weiss?

Mr. WEISS. Thank you, Mr. Chairman, I have no questions.

Mr. HAWKINS. Mr. Tauke?

Mr. TAUKE. Thank you very much.

Mr. HAWKINS. Thank you, Mr. Rideaux.

The next witness is Mr. Chester Smith, vice president of Florence Firestone Coordinating Council. Would you give us a little idea of what the coordinating council is, Mr. Smith?

STATEMENT OF CHESTER SMITH, VICE PRESIDENT, FLORENCE FIRESTONE COORDINATING COUNCIL

Mr. SMITH. That was one of my purposes. My name is Chester Smith. I have lived in this area since 1940, in the same area here. So I have seen lots of changes in the process of living here. It has gone through almost three total changes since I have lived here. It was totally white when I moved here. And the black people have moved in. And now the Hispanic people are moving in quite rapidly in this area. So there have been a lot of changes in that period of time.

And the area has changed considerably as far as composition and the makeup of the community. There are lots of stores and things that have moved out, and some others have moved in. Several theaters have been closed and moved out of the area, and things of this nature that have happened in the ensuing time.

But this coordinting council, the Florence Firestone Coordinating Council was originally organized in 1932, but it has not been operating all that time. It has been, I understand, fairly effective up until the last few years. And we have just been reorganized and started again.

We have, because of the—provided a recommendation for the use of the Housing Community Development Act funds, as well as responding to community needs for delinquency prevention. Our coordinating

council membership is composed of representatives of the community organizations and churches as well as interested citizens in the area. The boundaries are Slauson Avenue on the north, to 101st Street on the south, and Central Avenue on the west and Alameda on the east.

We have coordinating efforts of community agencies, to form committees to work with special community problems, stimulating action by government bodies, as our current project, the Housing Community Development Act. This act authorized the Department of Housing and Urban Development to issue block grant funds for cities and counties to improve their communities. This has brought the council's recommenation for community development activities in the Florence Firestone area, to develop facilities for the senior citizens and the handicapped, to develop a cultural center, to expand existing CETA programs, to develop programs to reduce the unemployment in the Florence Firestone area, to provide low interest loans and grants for home improvements and rehabilitation of homes, and owner-occupied houses for moderate- and low-income families and the elderly and the handicapped.

This is the purpose of the group. And by the way, we are having a meeting Saturday, August 25, at 9:30 a.m. We will be meeting here. And we will be trying to get more interest in the council so we can begin to do things in this area:

I would like to digress from this into something that I am interested in and occupied with, which is this Dove organization, which is the older volunteers involved in education. We are a group of senior citizens that work in schools and help teachers in the classrooms to improve the ratio of individuals to teachers, so that there are more individuals to work with ones who are in need of help in the classroom.

I am working now up at Edison Junior High School, have been for about 3 years now. We go into a classroom and the individual children in the class who have some difficulty, that they need some extra help with, we help them in their—try to inspire them to do better in their classes, and give them any kind of help that we think that they may need.

So this is an organization that exists here that is helping out in the educational needs in this community.

I am a senior citizen, you can see. I have been retired for over 4 years now. I am totally dismayed, and whatever other expression you may use, concerning the fact that these youngsters get into junior high school and high school and get even into college and can't read. I can't comprehend it, myself. I learned to read before I was in school. I have been doing that ever since. And there is nothing more needful for getting along in this world than reading.

And I don't know where they can pass youngsters through the school system without in the process somewhere teaching them how to read. I can't comprehend it, myself.

So that is about all I have to say. Thank you very much. Unless you have some questions.

Mr. HAWKINS. Thank you, Mr. Smith. I was one of the original organizers of the coordinating council movement back in 1932. I wondered whether or not this was an outgrowth of that movement. I

am pleased to know that it is continuing and expanding and that such persons as yourself are actively engaged in that movement. I thought it was an excellent movement then, I still do. At the very beginning, Judge Blake of the juvenile court at that time, and others who were involved in the program were primarily concerned with reducing juvenile delinquency.

I would like to personally commend you on being active with the coordinating council. I am delighted to know that in this area it is still continuing.

Mr. SMITH. One of the things we have been trying to do is, there are many, as you know, changes in this community. There has been a lot of lots and houses and buildings and things that have been pretty well abandoned and let go to pieces. So we have been trying to get various committees and councils and organizations that have responsibility for that to see about getting that improved. And we have been successful in several areas.

There was a house in my own block that had been let go of, had weeds about that high in the front yard of the thing. And we finally got through to somebody and they finally came around and they have cleaned up the yard and painted the building and totally refurbished the thing so it looks as good as any of the rest of the places in the entire lot, in fact better than some of the others. But they accomplished that much.

And we have got several lots that weeds have grown up in abundance. And they have finally cleaned those off. So we are accomplishing some things in that order of business. But we would like to get some more housing and some more business in this area to take care of the need for employment in this area, which as you know is one of the large problems concerning this particular area.

Mr. HAWKINS. Thank you.

Mr. Weiss?

Mr. WEISS. Thank you, Mr. Chairman, I have no questions.

Mr. HAWKINS. Mr. Tauke?

Mr. TAUKE. No questions.

Mr. HAWKINS. Would you leave your address with the committee, Mr. Smith? I have a personal interest in talking to you.

Mr. SMITH. Right.

Mr. HAWKINS. The final person who has indicated an interest is Ms. Kaffie Greene, Area Nine. Ms. Greene, Area Nine, is that the health area?

STATEMENT OF KAFFIE GREENE, DEPUTY DIRECTOR, AREA NINE, CETA

Ms. GREENE. Area 9 is the outgrowth of regional medical programs. And regional medical programs was an agency that was involved with all medical schools. And we became the ninth district.

Mr. HAWKINS. Would you give us the benefit of your thinking?

Ms. GREENE. I thank you for waiting over so long. I know it is time for lunch and for you to go on and do some more things. I think you indicated that we would have 5 minutes. I am going to make sure that I cut it short, because I am going to share the time with Mr. Buffington of the Watts Health Foundation.

I am deputy director for Area Nine, Inc., for the CETA program. That program addresses itself to youth between the ages of 16 through 21. And they must not be in school.

We had considered when we first wrote the proposal that a success would be if we had encouraged the dropouts to return to school. We are still doing that, but when we look at our statistics and our data, then we do not have—it says then that we have not run a successful program because instead of them going to work, they have gone back to school.

We feel that we must meet the needs. And if it means that we should not have a program, we still will have to meet the needs. And so many of the youngsters, since we are involved in the health field—and we thought that our youngsters should not get confused with the health field by thinking it is the medical field.

Most of our youngsters, when you talk about health, they think you are talking about a doctor or nurse or dentist or someone on that level. We are talking about entry level jobs. And now we are talking about supportive teams. And we know that if we could bring those youngsters in and get them to start looking—inasmuch as we took one volunteer out to UCLA about 4 years ago. He had been out of school for 9 months. And when we went there, we lost him someplace. And we found that he was in a lab. And it was just really amazing how he stood there and watched how the brain and how the surgeons were doing their work.

And when he looked over, and they let him go and look at the heart, he was so concerned, until when he came back home that afternoon, he said, "I want to see the dean of this school and see what I will have to do to enter this school."

We are located at 120th in the complex of the King Hospital and the Drew Postgraduate Medical School, which, when they walk in the door, it gives them a different idea. And thanks to your perseverance, we are still there. And we certainly hope that you will get a chance to look at some of the things we are doing there. We are very proud of those organizations.

The youngster is now attending Howard Medical School, the same youngster that we took out about 5 years ago. He is at Howard. This is his 1st year at Howard. And we just think we are doing a bangup job, then, if we can interest them by taking them on a trip to UCLA and to look at what they could do. So our program has been funded 1½ years. So far we have gotten our youngsters—some of them have been hired at the Watts Health Foundation. Some of them have been hired at the Morningside Hospital. These are entry level jobs, but it means then that they can work it out with their supervisors to go on to school.

Some of them have said that the health field will not give them as much time off as any other place would. So we have made arrangements with Sears to give them part-time work and let them go on to school. This is the only program that is dealing with health. It is very hard, extremely hard.

If I had one thing to ask you, Congressman, it would be that you indicate that we do need a longer training time. The training is just—the time is not long enough. Because by the time—when you take some-

one that has been out of school and encourage them to come in and to sit and talk, and then try to address their problems and then try to match them with an employer—we call them preceptors—when we try to match them, it takes an awful lot of time.

But I feel that we have done a tremendous job, because we have not given up. At this particular time, we have a program that is called the nurse's assistants program. It is in concert with the Broadway Hospital, with the Drew School and the King Hospital and with the Watts Health Foundation. What we are trying to do is to give them 12 weeks of extensive training, and then after they come out of that training, they will have two certificates, one from the Broadway Hospital saying that they know how to take TRI's, et cetera. The other one is saying that they know how to get up and come to work and that they have completed 240 hours of training.

Now, we need that to get them in—now, we are just getting them into the program then. They really don't know a lot. But we are getting them into the program. And you cannot play this game unless you know the people here. I have been around a long time, even though I look extremely young I am sure. But I have been around a long time. So therefore I have seen the institutions built. And I know just where the bodies are.

So what we have done to the Drew Postgraduate Medical School, we have said to them that no longer will we let you say that you are going to give youth jobs in this community but any Federal grant that you receive, in that Federal grant there must be the language that must read that a minimum of two training positions, train them for anything you choose, but to train them right up the ladder and give them a job, as long as that grant lasts. And we have gotten the dean to agree to that.

And with the health foundation, we stay right on top of them, to let them understand, and they cooperate with us 100 percent. So we have what is called a health network now, working together. You will not see thousands of youngsters come out of these programs. It is impossible. But you certainly will see some come out of this program that will make you extremely proud.

So what we are doing now, as we move along we are trying to draw all the health institutions in in a consortium and they are helping us to bring them along.

I am not going to take any more of your time. I will be happy to answer. As we come down to a consortium, I would like to yield the rest of my time—my watch doesn't keep time—the rest of my time to Mr. Bill Buffington.

Mr. HAWKINS. Mr. Buffington, she has taken some of your time, but would you proceed?

Mr. BUFFINGTON. Thank you, Congressman.

I am the assistant director for employee and community relations for the Watts Health Foundation. And on behalf of that organization, I would like to state that we enthusiastically support the intent of the Bill 4465, as we understand it.

I am particularly interested in the in-school portion. We have had dealings with the in-school portion of the CETA program now for a number of years. It is my feeling that this is one of the more successful

aspects of CETA in that its takes youngsters as early as the 10th grade, it provides an avenue for them to not only attend the classes that they must in order to get their degree, but to augment this with some work experience. In our particular case, they are working 2 hours in the afternoon, and during the summers and other vacation periods their worktime is extended to 5 hours a day.

Not to deemphasize the importance or to take anything away from the SYPED programs or the summer programs that address the issue of unemployment for youth during the summer, we feel in our organization that this is not a seasonal need. It is something that is ongoing and happens all year around.

We have 416 people on staff. We have some 56 departments and units of service. And currently, by contracting, providing an essential linkage with the other organizations in our community, we have a total of 25 slots, that is, in-school slots, for youngsters.

And if I understand amendment No. 1, with 4465, that whole provision would expand the number of youngsters who would be available to participate in such a program, the entry criteria would be relaxed. All of this, you know, are things that I feel that organizations like ours would support. And we certainly do.

Mr. HAWKINS. Thank you, Mr. Buffington.

Mr. Weiss?

Mr. WEISS. Thank you, Mr. Chairman. I have no questions.

Mr. TAUKE. I have no questions.

Mr. HAWKINS. I think you have been very explicit. We want to thank both Ms. Greene and you, Mr. Buffington. In connection with your CETA program and those that you have on board, we were in a meeting this morning with representatives of some of the smaller cities within the congressional district who are finding it very difficult to effect placements because of the salary.

I would assume that with respect to the trainees to which you refer that the limitation on the salary, that is, meeting the average salary, that you have not had any difficulties in getting enrollees at those salaries. Is that correct?

Mr. BUFFINGTON. We do not have any difficulty whatsoever getting program participants. We do have difficulty in having moneys, or the necessary funds to provide slots for the interested youngsters in the community. For every slot that our agency has, we have at least 15 people who have expressed an interest in it.

Let me just give you one example. During the summer, the persons who participate in the SYPED program have to meet certain geographic and economic criteria for entry into the program. For the in-school program, the criteria is exactly the same. At the end of the summer, all those persons who were employed over the summer become unemployed again while some 25 persons in our on situation are allowed to work all year around.

We do not have any difficulty getting participants. The salary is not prohibitive.

Mr. HAWKINS. Could you use additional participants if the funds were available?

Mr. BUFFINGTON. Certainly, we could.

Mr. HAWKINS. To what extent?

Mr. BUFFINGTON. I believe that we could double the number of program participants in our own agency. And I am sure this is probably true of the other nonprofit organizations in our community.

Mr. HAWKINS. What about placement? Have you been successful in placement?

Mr. BUFFINGTON. The Watts Health Foundation provides an essential linkage. That is, we contract with Area Nine, we contract with WLCAC, we contract with NAPP South Central Manpower Training Center. We do not receive funds ourselves. We are the placement side. We are more or less where the rubber meets the road. We are the training site. We are where the young people get the actual experience that they derive from the program.

We do not have anything to do with the funds except that we report to the agency that we contract with, with regard to the young people.

Mr. HAWKINS. Do you have a followup program to know what happens to them when they leave?

Mr. BUFFINGTON. That is handled by the other agencies.

Mr. HAWKINS. By the other agencies.

Mr. BUFFINGTON. They have a followup program. It is my understanding that each of the agencies has a job developer that is assigned to the young persons especially when they reach the 12th year of school, to assist them in finding gainful employment, so that they are able to have as many positive placement as possible.

Ms. GREENE. I would like to add to that. We do have a followup program, regardless if they drop out. We still follow them up for 6 months. And sometimes we are able to massage them and get them to come back before the 30 days are up. If not, we still look for placements for them. Placements are not easy in the health field. It is doubly hard in the health field because we have never known people to be involved in the health field unless they had a master's, before now.

So it is a long road, and it is not easy placing them. And it is not easy placing our kids anyplace. We have a real serious problem. We need more staff, and we need more agencies like the health foundation. That is what we need. Or we need it to expand, maybe, so they can absorb these youngsters.

Mr. HAWKINS. Well, again, thanks to both of you. I know that you are doing an excellent job. I also have a very high commendation for the Watts Health Foundation for the job that they are doing. We are very proud of them. Thank you again.

The committee will meet again tomorrow morning at 9 a.m. in the Muses Room in the Museum of Science and Industry at Exposition Park. Until that time, the committee stands adjourned.

[Whereupon, at 12:45 p.m., the hearing was recessed until 9 a.m. the following day, Tuesday, August 14, 1979, at the Museum of Science and Industry, Los Angeles, Calif.]

YOUTH EMPLOYMENT ACT OF 1979

Part 2

TUESDAY, AUGUST 14, 1979

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Los Angeles, Calif.

The subcommittee met, pursuant to notice, at 9 a.m., in the Muses room, Museum of Science and Industry, 700 State Drive, Los Angeles, Calif., Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Weiss, and Tauke.

Staff present: Susan Grayson, staff director; Hugh Duffy, associate counsel; Carole Schanzer, clerk and administrative assistant; and John Martin, minority legislative associate.

Mr. HAWKINS. The Subcommittee on Employment Opportunities is called to order.

The hearings on H.R. 4465 and H.R. 4534 pertaining to youth employment are continued today. This is our second and final day in Los Angeles. The next hearings of the committee will be announced subsequent to this. It is the intent of the committee to have a hearing in New York City. For those of you who may think that the hearings only are conducted in metropolitan areas, it is the intent of the subcommittee to also go into those areas of the country that may be referred to as the rural and suburban areas of the country as well.

We are very pleased this morning that two of the very active members of the committee are present with us. On my right is Congressman Ted Weiss of New York City, who is a veteran member of the committee, and one who has been very active in the sponsorship of youth bills, many of which are now before the committee. On my left is Congressman Tauke of Iowa who is one of the newer members of the committee but certainly one of the dedicated ones. We are delighted that both Mr. Tauke and Mr. Weiss have been able to travel across the country and be with us in Los Angeles for these hearings.

This period is sometimes referred to as the vacation time of Congressmen. You can see how we spend our vacations. Often we get publicity for going overseas, and maybe to someone from Iowa, this may appear to be overseas. But it is a pleasure today to be in Los Angeles and to hear from a group of witnesses that we think will contribute greatly in this particular field. The committee has no preconceived ideas. We feel that we must learn from you, and this is the best way of doing it.

We are going to shift the witness list around a little bit. Senator William Greene, who was one of the witnesses on the first panel has been delayed at the airport on arrival and will be in shortly. We will at that time ask Mr. Greene both to join us on this side of the table as well as present his views on the other side of the table.

We are very pleased, therefore, that the very first witness this morning will be someone from industry. First, I would like to ask Mr. Tauke or Mr. Weiss if either one of them would care to make a statement?

Mr. WEISS. No, Mr. Chairman.

Mr. TAUKE. No, thank you, sir.

Mr. HAWKINS. Thank you.

Then the first witness that we will hear from, as I was saying, is someone from industry. The committee has been listening for a long time to those who say that there should be a closer link of employment problems, manpower programs with the private sector. We have striven to accomplish some link there. We have had some success, but not nearly enough. Not due, obviously to industry's fault, but for a number of reasons. So, it is of particular interest to us to have as the first witness today the chairman of the board of Kaiser Aluminum and Chemical Corp., Mr. Cornell Maier.

Mr. Maier, we would be delighted to have you and your associates sit at the witness table and, after making the proper identification, proceed as you so desire. We do have your prepared statement which, along with all others presented to the committee, will be entered into the record in its entirety. You may feel free to either read from it or to express the highlights of it as you so desire. All we want is your expert views on this very difficult subject.

[The prepared statement of Mr. Maier follows:]

TESTIMONY BY CORNELL C. MAIER, CHAIRMAN OF THE BOARD AND PRESIDENT, KAISER ALUMINUM & CHEMICAL CORP.

Good morning, Chairman Hawkins and members of the committee.

Thank you for inviting me to testify on the experience of Kaiser Aluminum & Chemical Corporation and our innovative summer job program. Youth unemployment is one of the most serious problems facing the future of America, and we share the Subcommittee on Employment Opportunities' interest in developing workable solutions.

A persistent lack of jobs and training in our cities, particularly for minority youth, threatens to create a permanent class of unemployed, mired in a despair which will permanently erode our national character.

In our headquarters city of Oakland, unemployment among minority youth averages 40 percent, reaching as high as 80 percent in some areas. Having seen, and participated in, many previous job programs, we determined that a new approach was needed to attack this critical problem on a long-range basis. We are happy to describe that program, "Summer on the Move," to you today.

Two principles have been critical to the development of "Summer on the Move." The first is that no one segment of our society—business, labor, education, or government—can solve problems by acting alone. The second is that business must become more involved than simply donating money to the traditional good causes. A business which also donates its own time and experience is dealing in a currency far more valuable than money alone.

These two principles led to our participation in an "Adopt a School" program created by Dr. Ruth Love, superintendent of the Oakland United School District. Our summer job idea was developed in conjunction with Oakland High School, our adopted school.

Working with school district personnel, University of California educators, local labor leaders, and small businessmen, we devised a six-week "work-learn" program for 120 high school students.

The classroom learning portion was developed and taught by five Oakland High School teachers, assisted by five graduate students at the University of California at Berkeley. The major emphasis every weekday morning is building problem-solving skills of the students, in study areas including speaking and listening, reading and writing, mathematics, social studies, and science.

Teaching how to apply problem-solving techniques to the personal, social, and career aspects of each student's life is a key element in this program.

Every afternoon, the students go to work, earning a minimum of $3 per hour. Although only 20 of the jobs are with Kaiser Aluminum, we are paying all the student and teachers salaries. Forty of the summer positions are with the East Bay Regional Park District, where we have also adopted a park as part of our response to Proposition 13. The other jobs are with a number of small businesses in the manufacturing, service, trade, professional, and retail fields.

There is weekly monitoring of each job, through written evaluation reports from the students and the employers, both to guard against meaningless jobs and also to ensure satisfactory worker performance. We all expect to learn a great deal as this program develops.

Incidentally, reaction from the participants in the program has been gratifying, to say the least. If there's anyone happier than the students and the teachers who have shared this experience, it is the parents of the students. We're delighted to have helped provide this opportunity for their children.

To summarize the key parts of "Summer on the Move"; First, it is a cooperative effort of many parties; second, it combines learning how to apply problem-solving techniques with practical, on-the-job experience; third, students earn summer money working at a real job; and fourth, the program was sponsored and paid for by Kaiser Aluminum at a cost of $70,000.

That last point is critical. We believe the initiative for any lasting solution to unemployment must come from the private sector.

We are delighted that the U.S. Department of Labor, in conjunction with Youthwork, Inc., thought enough of our pilot program to provide $70,000 for a second session of Summer on the Move in Oakland this year, because it means another 100 students from other local high schools will be able to share this experience.

I want to make it clear, however, that we did not develop this program in anticipation of a federal grant of this kind—we are interested in a private sector program, and the government addition was an unexpected, but pleasant, surprise.

In fact, I'd like to challenge my own business colleagues today to take on this kind of program themselves. If just 2,000 other corporations across the country adopt this approach, we can create more than 200,000 summer youth jobs overnight—at zero cost to the taxpayer.

I have three other recommendations to your committee:

First, I would ask you to urge President Carter and Vice President Mondale to use their influence to encourage other large companies to adopt this private enterprise solution to meaningful summer youth jobs across the country.

Second, I would ask your committee to include in the Youth Employment Act of 1979 a matching fund system which would allow small and medium-sized businesses to participate in similar programs in their own communities.

In the event you are unable to secure the Administration's support of our first recommendation, I would suggest inclusion of matching funds, at least for the initial year, to introduce large corporations to the program as well. I'm confident that many other companies would join Kaiser Aluminum in its total financial support of such a program, but this could induce even more businesses to join in the effort.

Third, I strongly urge that as you develop and fine-tune this legislation promoting creation of "work-learn" programs, please allow maximum local flexibility and a minimum of accompanying paperwork. Nothing discourages private employers more than the prospect of new forms and reporting requirements.

We're proud of what has started in Oakland, and we hope the program spreads, and its effects multiply, all across the country. Young people can't pull themselves up by their bootstraps until meaningful training and real jobs make them able to afford the boots.

Ten years after this country put a man on the moon, we should be able to put young men and women on their feet. What better investment could private enterprise make in its own future?

STATEMENT OF CORNELL C. MAIER, CHAIRMAN OF THE BOARD AND PRESIDENT, KAISER ALUMINUM & CHEMICAL CORP.

Mr. MAIER. Thank you, Chairman Hawkins. Good morning, Chairman Hawkins and members of the committee.

I am accompanied this morning by Pat Marino of our public affairs office. Pat is deeply involved in the creation and implementation of the program which I will discuss briefly this morning.

Thank you for inviting me to testify on the experience of Kaiser Aluminum & Chemical Corp. on what we believe is an innovative summer job program.

Youth unemployment is one of the most serious problems facing America today. And we share your committee's concern about developing workable solutions. In our headquarters city of Oakland, unemployment among minority youth averages 40 percent, reaching as high as 80 percent in some areas of the city. Having seen and participated in many previous job programs, we determined that a new approach was needed to attack this critical problem.

We are happy to describe that program, which we call Summer on the Move, to you today. Two principles have been critical in the development of the Summer on the Move program. The first is that no one segment of our society, business, labor, education, or government, can solve the problem by acting alone. The second is that business must become more involved and must do more than simply donating money to help solve these problems. Businesses must donate money, but they also must devote their talents to help solve these problems.

These two principles led to our participation in an Adopt a School program created by Dr. Ruth Love, superintendent of the Oakland Unified School District. Our summer job idea was developed in conjunction with Oakland High School, our adopted school. Working with the district personnel, University of California educators who were very helpful in developing the program, local labor leaders, small businesses, we devised a 6-week work-learn program for 120 high school students.

The classroom learning portion was developed and taught by five Oakland High School teachers, assisted by five graduate students from the University of California at Berkeley. The major emphasis every weekday morning is building the problem-solving skills of students in study areas including speaking, listening, reading, and writing, mathematics, social studies, and science.

I would like to emphasize that the learning part of the program was developed by the teachers with assistance from the University of California at Berkeley, and Kaiser Aluminum tried to play no role in developing this kind of program, because we felt that this part of the program was the responsibility of the professional educators.

Every afternoon, students go to work, earning a minimum of $3 an hour, and many of them earn more than that. Although only 20 of the jobs are with Kaiser Aluminum, we are paying all of the student and teacher salaries. Forty of the summer positions are with the East Bay Regional Park District where we have also adopted a park as part of our response to proposition 13.

The other jobs are with a number of small businesses in manufacturing, service, trade, professional and retail fields. There is weekly monitoring of each job through written evaluation reports from the students and employers, both to guard against meaningless jobs, and also to insure satisfactory work performance. One of the criteria was that the jobs be real, meaningful jobs, not just make-work jobs.

Reaction from the participants in the program has been gratifying, to say the very least. If there is anyone happier than the students and the teachers who have participated in this program, it is the parents of the students. We are delighted to have helped in some way to provide opportunities for their children.

To summarize, the key parts of the program, first it is a cooperative effort of many parties. Second, it combines learning how to apply problem-solving techniques with practical on-the-job experience. Third, students earn summer money working at a real job. Fourth, the program was sponsored and paid for by Kaiser Aluminium at a cost of $70,000.

That last point we believe is critical. We believe that the initiative for any lasting solution to unemployment must come from the private sector. We are delighted that the U.S. Department of Labor, in conjunction with Youth Work, Inc., thought enough of the pilot program to provide $70,000 for a second session of Summer on the Move in Oakland. Because that means another 100 jobs for high school students in the Oakland area.

I want to make it clear, however, that we did not develop this program in anticipation of a Federal grant of this kind. We are interested in a private sector program, and the Government addition was an unexpected but pleasant surprise. And it only came about because of the almost accidental meeting with Ruby Martin, who is well known to the members of this committee.

In fact, I would like to challenge my own business colleagues today to take on this kind of program themselves. If just 2,000 such programs were sponsored by other corporations across the country, we could create 200,000 summer jobs overnight, at zero cost to the taxpayers.

I have three recommendations for your committee. First, I would ask you to urge President Carter and Vice President Mondale to use their influence to encourage other large corporations to adopt this private enterprise solution to meaningful summer jobs for young people in this country.

Second, I would ask your committee to include in the Youth Employment Act of 1979 a matching fund system which will allow small and medium-sized businesses to participate in similar programs in their own communities.

In the event you are unable to secure the administration's support for our first recommendation, we would then recommend an inclusion of matching funds, at least for the initial year, to introduce large corporations to the program as well. However, I am confident that many companies would join Kaiser Aluminum in its total financial support of such a program. But some matching funds, at least initially, would encourage other corporations to become familiar with this type of effort.

Third, I strongly urge that as you develop and fine tune this legislation, creating summer jobs, that you allow maximum flexibility for

local authorities to decide on the kind of programs they need, and a minimum of paperwork. Nothing will discourage private employers, particularly small- and medium-sized businesses, more than the prospects of new forms and reporting requirements.

We are proud of what we started in Oakland, and we hope the program spreads. We hope its efforts multiply across this country. Young people can't pull themselves up by their bootstraps until meaningful and real jobs make them able to afford the boots. This country put a man on the moon 10 years ago. We should be able to put the young people in our Nation on their feet.

Industry could make no better investment in its own future or the future of this country.

Ms. MARINO. Chairman Hawkins and members of this committee, we have brought a video tape with us on the program. It is a very brief one. And all the persons you will see in the tape are participating students, employers, and educators.

Summer on the Move brought Oakland teenagers, businesses, the park system and the city schools together in a job program that works. Meaningful jobs are provided by dozens of businesses which give the high school students afternoon work experience. Students are paid a minimum of $3 an hour, perhaps more importantly they are trained and constantly evaluated by their employers.

In the first 6-week program, Kaiser Aluminum and Chemical Corp., funded the entire cost. There was no burden on the small businesses or local government. What makes the summer job program different and what makes it work is the problem-solving approach for the students and constant evaluation by employers and educators. While the afternoon is spent at work, mornings are in classes where the students learn how to apply their education and employment skills. Teachers from Oakland High School and graduate degree candidates from the University of California, Berkeley, provide the classroom teaching and evaluation process in small group situations.

You will be listening to Brenda Smith, an English teacher at Oakland High.

What I see in this program basically is sort of like what I call an amalgamation of school, work, and community, to see that students know that education is a functional part of their lives, that is related to their well-being in terms of income, as well as being able to relate to the community and live in the community. All in all, they enjoy the experience and the opportunity of having to work. They knew that they were going to get a pay check. Many of them talked about, in the journals, what they were going to do with their pay checks, and surprisingly, not just to buy clothes, but to start a savings account.

Participating employers in Oakland are really enthusiastic.

That is 17-year-old Robert Shoe, who worked under the direction of machine shop superintendent Zane Markley.

He has learned to read micrometers, verniers. We have had him on different jobs of grinding, drilling, tapping. And I feel certain that Robert wouldn't have had this opportunity, had not Kaiser made this available to the students of Oakland High. He has been a very conscientious employee while he has been here with us. And I feel Robert has learned a lot.

This is Greg Phillips, a supervisor for the East Bay Regional Parks.

Over the years, working in the park field, I have been involved in many other youth-oriented programs in similar age groups as this. And this program seems

to be better. The individuals came to us with a positive attitude, and wanted to learn. And they enjoyed the work they did. It is hard work, but they really did show a sense of enjoyment, and they came back after that.

And this is Kermit Scott, president of California Capital Fund.

I think the kind of program that challenges a business to take some time out to show some young people what there is about business that you need to know may give some youngsters a chance to decide for themselves what kind of future they will have, what kind of advanced education they will seek. They have seen first-hand what it is like inside of an office building, what it is like to have to come there every day to do some work.

The low dropout rate vividly shows the students' enthusiasm and responsibility in their summer on the move jobs. Here is 16-year-old Richard Lindsay.

At first it was kind of hard because it was a hassle getting their money, people fussing about their money. I can understand that. I would, too. But, you know, after a couple of days, you know, I understand how they feel. I was able to get along with him pretty well. I was able to level with him and he was able to level with me. So we worked out pretty good.

Jennifer Platner and Polly Lou had a behind-the-scenes look at the Oakland Ballet this summer. Here is 16-year-old Jennifer.

I learned not just about the business but about different people. And even though they were a lot older than me, you know, they treated me as an equal. I think that is what really helped. They didn't treat me like if I was a kid. They treated me like a young adult, and I think that is important for people, teenagers in their development to get into the world.

Thank you.

Mr. MAIER. That concludes our testimony, Mr. Chairman.

Mr. HAWKINS. Thank you, Mr. Maier, for a very impressive presentation, both visually and orally. I am sure there are quite a few questions that have been suggested.

May I ask first of all, this being a summer jobs program, whether or not the same idea might be applied on a year-round basis?

Ms. MARINO. When the proposal was originally brought to us, there was also a similar proposal in there for connecting it to the regular school year program. I think the real test of this summer program is how well does it fit into the normal school curriculum.

The program was as much an education for the teachers as the students. So it is a team teaching approach. And there is a hope that other teachers at Oakland High School, and hopefully other high schools in Oakland, can be trained in the future.

Mr. HAWKINS. So the answer then is "yes"?

Ms. MARINO. Yes.

Mr. HAWKINS. Is the program limited to in-school students, or what efforts are being made to bring in the out-of-school individuals, if that is so included?

Mr. MAIER. Well, our initial program, which was an experimental program, this summer, did focus on high school students. However, there is no reason that the program couldn't be expanded to young people who have dropped out of school or who might have finished school but don't have job opportunities. We just picked Oakland High School because it is part of our program in the area.

Ms. MARINO. I think it might be easily adapted, for example, to adult education areas in the community college districts.

Mr. HAWKINS. Often we talk about the paperwork and monitoring which you made reference to in your prepared statement. Could you tell us how this can be accomplished without some paperwork and without some personnel that would be involved in monitoring the program?

Ms. MARINO. I think what we had reference to is not that there should not be—there has to be some kind of monitoring, but there shouldn't be an excessive amount. The program was a pilot program. We did have evaluation forms, for example, that had to be filled out every week by both an employer and student. We had a pretest and a posttest, which was not a standardized form, but it was a writing sample. Teachers did evaluations weekly, both on the students but also on themselves as a team.

So, there has to be a monitoring. But what I think we are asking is not that specific forms be developed that are so standardized that they are not flexible enough to fit the particular population of clientele in each locale, that there should be flexibility in the program.

Mr. HAWKINS. So that the paperwork or the form reporting was in effect a part of the training process?

Ms. MARINO. Surely.

Mr. HAWKINS. How were the students selected in the first place?

Ms. MARINO. In the first place, we chose to stay at Oakland High for two reasons. One, it was our adopted school, and second, because it was a team teaching approach. We felt that we needed five people that could go back to Oakland High and work as a team in the regular school setting. The students were chosen. It was an open application process. Anyone in the school could apply.

Myself and Jim Webster, who is an employment consultant on the program, as well as deans, counselors, and teachers from Oakland High School, selected the students. And there was a set of general criteria we used for that.

Mr. HAWKINS. Was income criterion involved in the selection?

Ms. MARINO. Not really, no. It wasn't really taken as a criterion. However, we wanted the student population in the summer program to be reflective of the Oakland High program. And it was. We had the largest groups that were black and Asian, with a minority being Hispanic and white. And that was was reflective of the Oakland High population.

Mr. MAIER. I think, Mr. Chairman, a very important point there is that we did want the students to be representative, but we wanted a good mixture. We didn't want just achievers. We wanted achievers, students who had had difficulty perhaps with school, students who had had some discipline problems in school. We wanted a real cross section. Because we thought that was essential.

Ms. MARINO. I may add, Mr. Chairman, that although we didn't, per se, set out to set a certain economic level for the students, many, many of our students are low-income people who have a difficult time finding jobs during the summer, and all year-round. And often times the parents have that difficulty as well. So their income is not great.

Mr. HAWKINS. Well, Mr. Maier, it isn't often that we have an opportunity to have someone representing the private sector as such before

the committee. So, if we ask some rather searching questions, it is because we like to take advantage of the opportunity.

We are very much concerned about the involvement of the private sector. We fully recognize that that is where the jobs are, and that link is very desirable in order to cover a large area. We have attempted, through various carrot proposals, to try to get the involvement of the private sector. Too often, however, we hear from representatives of the private sector such things as, "All we want you to do is leave us alone. We possibly want some tax reduction or some tax incentives," which are not generally related to whether they create jobs or not, but it is always something of that nature, or too many regulations. "Get rid of the regulations and get off our backs," et cetera, many things that may have some merit but obviously are very general and very difficult. Moreover, committee is not in the position of doing anything about most of those things that are complained about.

You have in this instance, through your own initiative, seen a commitment, a corporate commitment in a particular field. We recognize that there are many small businesses that cannot do some of these things, that big businesses sometimes offer a better opportunity of doing it.

If you had to suggest to us the one or two things that you feel should really be done in order to encourage other businesses, other corporate entities to do what you have done, what would those few things be that we would be able to reduce to recommendations and to perhaps include in legislative proposals?

Mr. MAIER. Well, I guess our first recommendation would be that your committee urge the President and the Vice President to use the stature of their offices to encourage the private sector to adopt programs of this type with or without government assistance. We personally would prefer without government assistance, because we think the business community could afford this kind of program.

Smaller businesses and medium-sized businesses, I do think would need help. I do not think it would be very difficult if the President or Vice President undertook this program, and I think they could sell it to the business community rapidly.

Two: I would suggest if I may that in future hearings that you might want to ask members of the business roundtable to testify before your committee and get their views and see what they might be able to do to promote this program, because again, I think the business roundtable would be a quick way of getting this kind of a program spread across the country.

The cost really isn't very much, if you look at a corporation like ours. It is important that we worry about where we spend our money, $70,000 is $70,000. But if you take that on an after-tax basis, that is perhaps, what, $35,000. Then that is not really very much money to a corporation that is $2.5 billion in assets. So I think the private community could support this.

If this doesn't happen, however, then we do think there would be some merit to providing matching funds at least for 1 year or 2, because I think that corporations would look at these funds and decide whether or not they wanted to take advantage of them. I believe

some would, but I think most would go ahead with the program without taking advantage of the matching funds.

Mr. HAWKINS. Well, I was in Washington when President Johnson called in a group of businessmen from across the country which became the National Alliance of Businessmen. We had great optimism, and great expectations it would develop somewhat into what you have suggested. However, the number of jobs created was rather small. It would seem that just the outright appeal by the President didn't seem to make a great deal of difference. I am not so sure whether or not the times were the same as they are now.

Do you feel that there is something internally within the business community itself that might initiate greater concern and interest in the development of jobs in the private sector; whether or not there is an initiative which they could take which might even be independent of government, in order to commit themselves to a more vigorous program without being allied in any way with any legislative efforts or with any initiatives on the part of the President?

Mr. MAIER. With the program we have described, of course, the business community could do this without any involvement from the government. I suggested the President only because I think it takes someone of that stature to motivate the business community to do it.

I think times have changed. I think there is much more awareness today in the business community that business has some responsibilities in the communities in which they operate. And I think many businesses do assume these responsibilities. So I think that with some effort, the program could be sold.

I think starting from the bottom up, it would take Kaiser Aluminum a long time to convince, say, 500 or 600 or 700 American businesses to go ahead with this kind of a program, whereas if it came from the President to the business roundtable, I think this kind of a program could be adopted very rapidly.

Mr. HAWKINS. This week in Los Angeles, the Xerox Corp. is launching a program in which they are directly funding a number of summer jobs which will be selected by the local people, not by Xerox. The enrollees will be paid by Xerox. This committee was a part of the announcement some weeks ago.

So you have at least two good examples of Xerox and Kaiser Aluminum & Chemical Corp. moving ahead in this field. It just seems to me that this is the type of momentum that we need. On behalf of the subcommittee, I would like to commend you for what you are doing in this field, and certainly to express great satisfaction with the model that you have developed. It is going to be very helpful to us in order to try to encourage others to do what you are doing.

Mr. MAIER. Thank you.

Mr. HAWKINS. Mr. Tauke?

Mr. TAUKE. Thank you, Mr. Chairman. I join the chairman in commending you for this outstanding program. It is very encouraging to hear the kind of testimony you offered and also to listen to the presentation that you made. It sounds as though things are working.

Is your program, do you believe, unique in the business community?

Mr. MAIER. Yes. From what we know, our program is unique. I think that there are many businesses in this country who do hire young people during summer periods. And we, our own company has done this

for many, many years. But this was the first time we really tried to bring the education part together with the work part of the program.

And as far as we know, this is unique. And this idea really came to us from the University of California at Berkeley, who have been very, very cooperative in the whole program.

Mr. TAUKE. Why do you suppose this is unique? Why aren't others doing the same thing? Are there certain barriers in the way of doing this? Or is it that no one has approached other companies to make this kind of effort?

Mr. MAIER. No, I don't think that the uniqueness is any reason that it hasn't spread. Very frankly, we look back at ourselves and say, "Why didn't we do this 5 years ago?" And we don't have a very good answer. We did hire people. We have hired people during the summer for many, many years. But this is, I think, a unique idea which just came to us about 6 months ago. So, it is new in that respect.

Mr. TAUKE. What kind of reaction do you get from stockholders and others in the company—some of whom would be under the impression that the only thing corporations ought to do is make money, and the maximum return should come to the stockholders, and really business has no business in this kind of operation? Do you have any of that feeling expressed within your corporation?

Mr. MAIER. Well, it is probably too early to have heard from our stockholders, because the word is just getting out on this program. I can tell you that our board of directors is extremely enthusiastic about this program. And I would guess our stockholders would be enthusiastic about it. Because I think there is recognition that corporations do have some responsibilities to help solve some of the pressing social problems in this country today. So I think it would be extremely well received by our shareholders.

Mr. TAUKE. What about the unions? Have you had any concern expressed by union leaders in your corporation that perhaps you are taking jobs away from other employees?

Mr. MAIER. The unions have been very cooperative. But I would like to have Pat expand on that just a little bit.

Ms. MARINO. We work with a number of unions in Oakland to provide students with trade opportunities, construction, painting, that kind of thing. They were more than enthusiastic. Now, the problem that they were having is that sometimes the union scale wages was too high for them to hire summer school students. So our paying $3 an hour, they could negotiate with the contractor to pick up the three or four other dollars. And so for them it was a very viable situation.

They don't look at it as taking away jobs from them. In fact, they welcomed it with open arms.

Mr. TAUKE. Let me interrupt, if you will. Do I understand you correctly to say that those students who worked, then, in what would traditionally be made union jobs, received the union wage?

Ms. MARINO. Some of them did. In fact, they waived the union dues. There was, I guess, even for a short period of time things like $140 for union dues that had to be paid. And they waived that.

Mr. TAUKE. This is one of the difficulties, I think, which has been encountered in the past; that is, students coming aboard jobs who are really not trained to do the jobs.

Ms. MARINO. That is right.

Mr. TAUKE. Employers find it difficult to pay the high wage? If you had not been providing the subsidization of $3 an hour, would it have been possible to place students in those areas, do you believe?

Ms. MARINO. No, I don't think so.

Mr. MAIER. Certainly not in many of those areas. I think we would have been able to place them in some of the jobs. But without running down them, probably half of the jobs would not have been available to them if we had not had that subsidy. So that is a very important part. And also or small businesses, that $3 was a very important factor.

Mr. TAUKE. In the selection of students, Chairman Hawkins discussed that a little bit with you. Let me probe just a bit deeper. Were any of the students that you had involved in the program, could they be identified as low skill or little initiative?

Ms. MARINO. One of the criteria was again to have the student population that was reflective of the normal high school year, and that included low achievers, high achievers, and then the average students, so that there was a good mixture. And they were identifiable from their specific classes at Oakland High School. So that we did have a good cross section.

Mr. TAUKE. Now, you said there was a low dropout rate.

Ms. MARINO. One.

Mr. TAUKE. What was the dropout rate?

Ms. MARINO. Well, we took in 120 students, one was actually let go. She was put on parole, if you want to call it that, by a review board, and chose not to take the probation. There were four or six others that did leave but three of them took vacation and didn't let us know in the beginning. The others had applied for positions early on in May, and received full-time jobs. So they dropped out of the program for those reasons. But we only had actually one that dropped because of disciplinary reasons. So a total of about 7 out of 120.

Mr. TAUKE. Of those who dropped out, could they be classified in the low initiative or low skill category?

Ms. MARINO. I think there were one or two that were low, but the rest were in the average or above average category.

Mr. TAUKE. I see. What age group did these students fall into?

Ms. MARINO. They fell between the ages of 15 and 18. We had about 25 that were 15 year olds and the rest were 16 to 18.

Mr. TAUKE. Do you think a similar program could be put together for high school dropout? As we look at the need, it appears to us that maybe those who stay in high school aren't even the critical problem. The critical problem is that 40 percent——

Ms. MARINO. That is right.

Mr. TAUKE [continuing]. In some of the inner city areas do not finish high school.

Ms. MARINO. That is right. I think it definitely could be put together. I taught in an adult education class where students had high school degrees and could not read, were either illiterate or had 3.5 grade levels. I think that could be done. The basis of the program was to show students how to problem solve, not only in their academic subjects but also in their job situations, everyday practical situations.

I think that is what is making it work. Students now see that no matter what situations they are involved in, it is a problem to solve.

And they can see the bridge between studying social studies, science, math, et cetera, and the connection to the job place. And I think taking people that have dropped out, putting them in a curriculum like that would be very, very valuable.

Mr. TAUKE. Do you have any estimate as to how long a period of time you would have to work with students who had dropped out in order to acquire the skills necessary?

Ms. MARINO. I don't have any estimation, although in having worked with students who were dropouts, and if they have been out on the street trying to find a job for 6 months or 1 year, they are fairly highly motivated to begin to develop those skills. I can't give you a definite answer, though.

Mr. MAIER. We did not work with dropouts, but certainly it would be very easy to expand this program to students who have dropped out of school.

I think a very important element of the program that we really haven't referred to is that the work experience that these young people did receive, they found that they liked it. They found that they liked getting paychecks and that working was really kind of fun, because they had accomplished something and they had some money in their pockets at the end of the day or the end of the week for that accomplishment. I think that is a lasting experience that is important, and would certainly be important for students who have dropped out.

Ms. MARINO. There is one element in this program that hasn't been mentioned. Maybe we have alluded to it. But it is the fact that throughout the program the bottom line for these students is they have to take responsibility for their actions. That has been throughout the program. They had to get there on time to their job place, to the educational site. And we would provide counseling for them if there were problems. But basically they had to take responsibility for their actions. And I think that is an underlying philosophy that needs to be implemented. That is something you can't do via paper. It has to come through the teachers and the program and through any personnel in that program. That is an important aspect.

Mr. MAIER. Pat was telling me this morning, and I won't mention the employer, but some of the students called up and complained because they were supposed to start work at 1 o'clock in the afternoon, and they arrived at 1 and the employer didn't get back from lunch at 1. And they called up and complained and said, "Would you please get ahold of the employer and tell him that the deal is we are supposed to start working at 1 o'clock?" Which I thought was quite interesting.

Mr. TAUKE. What are your plans for the future?

Mr. MAIER. We have made a commitment to go ahead with this program in Oakland for a period of 3 years, because we wanted to have more than just one summer on it. I think our inclination would be to expand it, because we have been very happy with the experience we have had. But we certainly plan on continuing on this kind of program for some additional period of time.

Mr. TAUKE. I would encourage you to also look at the possibility of some program during the course of the school year to deal with the dropouts.

Mr. MAIER. Yes, that is what we are looking at now.

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Mr. TAUKE. Thank you very mueh, and again my commendations to you.

Mr. MAIER. Thank you.

Mr. HAWKINS. Mr. Weiss?

Mr. WEISS. Thank you very much, Mr. Chairman.

I too want to applaud you, Mr. Maier, for the initiative that you have undertaken. It is really quite refreshing to see the kind of enthusiasm that you have for a program which is well thought out and obviously desperately needed in the Oakland area.

The questions that I will ask also are by way of seeking further enlightment, really, and to see how the path that you have started on could be applied perhaps more broadly and elsewhere. What kind of selection process did you use for the kids who were to take part in the program?

Ms. MARINO. OK. As I said before, it was open to anyone in the school. There was a set of criteria, some of which included, for example, taking a number of students from the low achievement level, middle range, the high range.

Mr. WEISS. I am sure you had more than 120 people apply for the program.

Ms. MARINO. We had almost 300 apply.

Mr. WEISS. Right. Then you had to make some judgments——

Ms. MARINO. Judgments, that is right.

Mr. WEISS [continuing]. As to how you were going to select 102 out of those 300.

Ms. MARINO. Yes. And it was based along the criteria—there were deans and counselors that also helped us. For example, we did not take anybody who had an attendance problem, a severe attendance problem. And some of those students that did apply had that. So we automatically discounted them. We had to make a selection along with the deans and the counselors who, for example, felt that a student may have the enthusiasm for the program, but perhaps they had a greater need to be in a traditional program that particular summer to improve their skills, so they would automatically take them out of the program.

But we tried to follow the criteria, which I don't have with me. There are about seven or eight points. And tried to go along those, or follow that scale.

We also interviewed each and every student, all 300 of them were interviewed. And then we selected.

Mr. WEISS. And what grade levels? Was there a requirement that they had to be a senior, junior, or sophomore?

Ms. MARINO. Not a requirement. That was also one of the criteria. We tried to take so many from each grade level. In Oakland High, it is a 3-year high school. So 10th grade to 12th grade level. We didn't have any from junior high school. We took mostly from—all from senior high.

Mr. WEISS. Right. And is there any component in the program for continuity or followup or further placement of them?

Ms. MARINO. You mean in terms of the jobs or——

Mr. WEISS. In terms of either the jobs that they hold now or when they go back to school, to have some kind of additional or new job opportunities.

Ms. MARINO. OK. There wasn't a component built in to follow or give them jobs, either in the end of the summer or in the fall or spring. However, in selecting the job sites, what we wanted to give the students is a skill from which they could build and parlay into another—to use that in the future.

Many—I shouldn't say many, but some of our employers have requested that the students stay on at the end of the summer. Some are talking about bringing them back in the fall. One of the companies, for example, the Oakland Ballet are so enthusiastic about the students, they wanted them in their apprenticeship program, which is set building and set designing.

There was not a component, nor were there promises made to the students. It was strictly a 6-week program. But we hoped to give them a skill that they could use later on.

Mr. WEISS. Right. This is the first summer that the program has been in existence?

Ms. MARINO. Right.

Mr. WEISS. And what you said was that there was a second 6-week session on the matching program?

Ms. MARINO. Right.

Mr. WEISS. Is that right?

Ms. MARINO. Which was provided—funds were provided by Department of Labor.

Mr. WEISS. How did you get the other companies involved? You said that Kaiser used about 20 of the students?

Ms. MARINO. Yes. And we hired an employment consultant, a person that had worked in youth employment programs previously, who knew the Oakland area extremely well, who had worked with these businesses in a different capacity, and he virtually started, you know, beating the streets, talking to employers. He had a number of contacts with whom he started.

Most of our employers are small businesses. And they were excited about having a person to work with them in the summer. They said they would ordinarily like to participate, but sometimes, because they are a small business, and there are cash flow problems, that they wouldn't be able to pay the wage.

So our picking up the wage was a great incentive to those businesses to participate. And we also asked them to sign an agreement that they would provide a certain amount of training.

Mr. MAIER. I would just like to expand on that. We picked small businesses because we thought it would be helpful to the small businesses, as well as to the students and to the community. However, if the program did expand, certainly we would have to include larger businesses, to provide the kinds of job opportunities that are needed. So we would, but we just thought that the best way to start was with the small businesses in the community.

Ms. MARINO. Also, in choosing the small businesses, we wanted to choose a diversity of areas, you know, retail, service, trade, to provide the students with a variety of job opportunities, that they could compare and contrast when they came back to the school site, and talk about it.

Mr. WEISS. So that Kaiser didn't just pick up the cost of the educational component, Kaiser in fact picked up the wages for the students and the other employers as well?

Ms. MARINO. That is right, $360 per student for 6 weeks, and the teachers, the entire cost of the program; supplies, materials.

Mr. WEISS. Could you give us a breakdown as to exactly how that $70,000 cost was arrived at, or generally if not exact, generally how it was arrived at?

Ms. MARINO. How it was arrived at?

Mr. WEISS. Yes.

Ms. MARINO. We really put together kind of an estimate from the Oakland High personnel, in terms of salaries. University of California at Berkeley brought in some suggestions as well. In terms of materials and supplies, those were guesstimates that were brought to us by the educational sector. In terms of the jobs that we pulled out a rate of $3 an hour, we kept thinking that was minimum wage. We were 10 cents above. And it was a 6-week program. So that came to about $36,000 right there.

We also had to hire a busline for a certain section of the students that had to go to the East Bay Regional Parks. It was too far for them to go. There wasn't a busline going up there. So we hired a small busline. That was about $2,000 there. But the bulk of the educational part of it really came from Berkeley and from Oakland High, in terms of estimates on salaries.

Mr. MAIER. I think you might comment on the location of the educational part of the program. Because I think that was important.

Ms. MARINO. Yes. We located at the Merritt College site, off the campus from the normal school setting, from Oakland High.

Mr. WEISS. So they didn't go to Oakland High?

Ms. MARINO. No, they went to Merritt College. And that I think had a big impact, because it was a different setting. Also, the school was closed down for that period of time, so they virtually had run of the whole campus, and enjoyed it. And I think that had a big impact on them.

Mr. WEISS. Have you had, Mr. Maier, occasion to discuss with the Business Round Table or any of the other national organizations either your program or any other youth job employment programs that they might be interested in?

Mr. MAIER. No, I have not had an opportunity to discuss this with members of the Business Round Table at this point in time.

Mr. WEISS. I think that they would welcome the additional knowledge and information. Beyond that, I don't know if you are aware of the fact that they have suggested for full-time year-round employment purposes, given the fact that the unemployment level among youth between 16 and 24, according to the latest BLS study, is almost 3 million. They have suggested a year entitlement program for disadvantaged youngsters.

Now, would you have any problem with that as a component to deal with the massiveness of the problem that we face?

Mr. MAIER. No. I think we are very concerned about this unemployment problem, because of the tremendous impact it has on our entire society, plus we think these people have a right to have some opportunities in our country. So I think we would be receptive to any kind of a program that made any sense. We are not trying to promote our

program to other people, per se. We just think it would be good if the entire business community was involved in a program that met the needs of the local community, whatever that might be. That is what we are interested in, is seeing more job opportunities.

And we would be willing to participate and cooperate with any kind of a program.

Mr. WEISS. I was impressed by the statement you had made, I think in response to one of Mr. Tauke's questions, about how you felt that really there is no reason why Kaiser shouldn't have been involved in this kind of program 5 years ago. And I wonder, thinking back, would you have any idea as to why Kaiser hadn't previously gotten employees—just from what you say about the Oakland situation, it is a rather difficult and critical situation.

Mr. MAIER. Well, Kaiser Aluminum has been involved in hiring youth during the summer for many, many years. So that part was not new. The reason we came up with 120 jobs this year is because last year we had hired 20 students to work in our offices during the summer. And we wanted to hire an additional 100 above the normal 20 we would have hired.

So we really were involved in hiring young people before, but until this program was really presented to us by the University of California at Berkley, who had been doing some thinking about it, it hadn't occurred to us to tie the learning part along with the job program. We just said, you know, "We will provide some jobs. We want to be responsible. And come to work in our offices during the summer."

So that part of the program was unique and, I think, an idea that just nobody had thought of until Berkeley presented it to us.

Mr. WEISS. I think that follows through the thrust of your statement and testimony. There really ought to be a better selling job on the part of somebody, from the President on down, to us——

Mr. MAIER. That is right.

Mr. WEISS. And to perhaps the national business community, to deal with the problem itself, throughout industry and society. Thank you very, very much, Mr. Maier.

Mr. MAIER. Thank you, Mr. Chairman.

Mr. HAWKINS. Mr. Maier, let me pick up on a point that Mr. Weiss was questioning you on. Generally, companies do make a contribution in that they hire individuals for summer jobs who become employed directly in their operation.

In this instance, however, you were responsible for the summer jobs for individuals who were not directly contributing any real tangible thing to Kaiser. That suggested this question to me then. Why wouldn't it be possible, perhaps out of this experiment or this initiative that you have developed, either alone or in conjunction with other companies, to establish a type of a skills center that would train young people to go into those occupations that are deemed to be in short supply?

We have had testimony, for example, before this committee in Los Angeles that in the Santa Clara area, which is near you—I could use Orange County and Los Angeles as another example, but making it a little more specific with respect to the bay area, that the electronic in-

dustry is presumably doing very well. We have had testimony, which has not been verified, that some 20,000 persons at least are needed momentarily.

Governor Brown has told me personally that they have found it necessary in many instances to go outside of the State to get people in certain occupations.

Now, this requires a certain amount of skill training, which maybe the company—some of them are small companies—would not themselves be able to undertake. Rather than waiting for the Government to do it, do you believe that perhaps out of such experiments as yours and a few others across the country, there might be the possibility that the private sector itself could develop skills centers to supply the manpower needs that they deem to be essential to their own operations?

Mr. MAIER. Yes. I definitely think that they could. And that is why we emphasized that if there is Government assistance on these programs, and we would hope the private community would assume most of the responsibility if not all of it, but if there is Government assistance, there should be flexibility in the program, so that each community can develop what it needs.

And in the Santa Clara Valley, it may be that the needs are to have a training program for some permanent jobs. And this might be for dropouts or students that are just getting ready to graduate, and so forth.

So I think the program is very adaptable to almost any need. We focused initially on Oakland High School because we have adopted that school as part of Dr. Ruth Love's adopt a school program, which we incidentally think is really a fantastic program, and we give her tremendous credit for coming up with that idea. But it was just kind of natural for us to think about Oakland High School because of the longer relationship we have had with them.

Mr. HAWKINS. Well, again the committee wishes to thank you and Ms. Marino for your very excellent testimony. You have earned our commendation and gratitude. We have certainly benefited by your presence here this morning.

Mr. MAIER. Thank you very much. And it has been a pleasure for us to be here. And we wish you well on your efforts, because we believe as you do that youth unemployment is one of the real serious problems that our Nation must solve. Thank you very much.

Mr. HAWKINS. Thank you.

Mr. Livingston, I suppose we should proceed with your testimony. As soon as Senator Greene comes in, we will add his. We have some problem in that the other witnesses are not yet present.

May I interrupt one moment to introduce State Senator William Greene, who has just arrived. Senator Greene, we are pleased to have you as a witness before the committee. Will you join us up here when you get through there?

Mr. Livingston, you may proceed.

[The prepared statement of Mr. Livingston follows:]

PREPARED STATEMENT OF GENE LIVINGSTON, ACTING DIRECTOR, CALIFORNIA EMPLOYMENT DEVELOPMENT DEPARTMENT

I am Gene Livingston, Acting Director of the California Employment Development Department (EDD). Thank you for your invitation to appear before you

today with comments on H.R. 4465 and to share with you our concerns and our activities relating to the crucial issue of youth unemployment.

The Employment Development Department has responsibility for all major state employment and training programs including the Employment Service, the Work Incentive Program (WIN), the Unemployment Insurance Program (UI), the State Disability Insurance Program (DI), and the State Labor Market Information System (LMI). Under CETA, we are the State prime sponsor for CETA Balance of State programs in 27 of California's 58 counties. Additional EDD responsibilities include the CETA 6 percent vocational education program, the 4 percent State discretionary grant program, the 1 percent coordination and linkage program, the planning and coordination functions under the State CETA Council, and special state youth programs.

H.R. 4465, the proposed Youth Employment Act of 1979, presents a comprehensive, wide-ranging approach to youth employment and training. This legislation represents in our view the direction that must be taken to alleviate severe youth unemployment, providing both immediate remedies and initiating long term changes in public institutions serving youth.

In California, over 348,000 youth ages 16 to 24 years were unemployed during 1978, representing nearly one-half of all the unemployed persons in the State. The unemployment rate in 1978 of youth ages 16 to 19 years in California was 19.1 percent or 2.7 times greater than the 7.1 percent overall unemployment rate. The unemployment rate of 20 to 24 year olds was 10.1 percent, also significantly higher than the overall rate.

The most critical problem is unemployment among nonwhite youth. The unemployment rate in 1978 of nonwhite 16 to 19 year olds was 33.7 percent, nearly double the rate of white teenagers and almost five times the overall rate. The unemployment rate of nonwhite 20 to 24 year olds was 19.6 percent. In actual numbers, about 35,000 nonwhite teenagers and 42,000 nonwhite young adults were counted as unemployed in California in 1978. This does not include those who have given up looking for a job and are therefore not counted as unemployed in the official federal statistics.

Furthermore, the number of unemployed youth is increasing. The unemployment rate for 16 to 19 year olds, which decreased from 1975 to 1977, rose once again in 1978. he number of unemployed youth increased by 13,000 in the first quarter of 1979 to 361,000. And in comparison to the overall employment rate of 5.9 percent which has dropped steadily over the period 1975 through 1978, teenage employment in the second quarter of 1979 still stands at 17.9 percent, which is three times the rate for other age groups.

The job situation in California offers some hope. A healthy economic climate enabled California to generate 630,000 new jobs in 1978. Since the recession in 1974, a record 1.4 million new jobs have been created in California. Youth have also seen steady advances with 489,000 more youth employed in 1978 than were holding jobs in 1975.

California compared to the rest of the nation has also done very well. Between 1974, a record 1.4 million new jobs have been created in California. Youth have than the other 49 states. The comparative employment growth of youth is also significant. California youth employment increased in the name period by 27.5 percent compared to 13.6 percent for the balance ofthe nation. This means that jobs are increasing at twice the rate in California as they are for youth in the other 49 states.

Despite the gains that have been made, particularly in the California economy, there is a clear-cut need for a comprehensive national effort for the training and employment of the country's youth. A cohesive national program is needed, one that affects the major institutions which serve all youth, one that can also be targeted to those segments of youth who have special barriers to employment and one that closely involves the active participation of the private sector economy.

CAUSES OF YOUTH UNEMPLOYMENT

The causes of persistently high youth unemployment involve a number of factors which hinder young people, particularly minority youth, from getting their share of jobs in California's healthy economy.

In our view, a primary factor is the failure to adequately prepare youth for the jobs that are available. In California, about 60 percent of all high school graduates 19 years and under go on to enter college. The remaining 40 percent

must therefore rely entirely on their high school education and other vocational education and training programs to prepare themselves for competing for jobs. This preparation in many cases is simply not adequate. This can be attributed to many factors, a major one being that not enough public education and training institutions have closely involved the private sector in the design of training programs that will meet employers' needs as well as those of youth. We have developed a new program, the California Worksite Education and Training Act Program, which I will describe to you later on in my testimony, which we believe addresses these problems.

Minority youth in economically disadvantaged neighborhoods typically do not have equal access to the range and quality of education provided in middle and upper class neighborhoods. This is often the beginning of a pattern of racial discrimination that is continued in the labor market. Other factors affecting in-school youth are: the failure to achieve academic competency in basic education; inadequate career education and counseling resources; and patterns of migrancy among children of seasonal farmworkers. Disabled youth often need but rarely receive special counseling and training while they are in school in order to prepare themselves to be economically self-sufficient.

We have also found that limited apprenticeship opportunities, relocation of industry to outlying suburbs, and lack of affordable transportation hinder many youth from finding employment. In addition, youth are at a severe disadvantage in competing for jobs with older, already experienced workers. Employer attitudes toward youth often reflect a basic preference for older persons, without respect to capabilities.

It is clear that certain groups of youth have special barriers to employment opportunities. These groups include minority youth living in the inner cities, the economically disadvantaged, females, limited or non-English speaking youths, high school dropouts, youth living in rural areas, Vietnam-era veterans, disabled and institutionalized youth. Clearly, the unique set of problems facing individual groups of youth require a carefully tailored set of program approaches if effective progress in reducing youth unemployment is to occur.

COMMENTS ON H.R. 4465

Despite the substantial efforts already underway in California (a summary of which is provided for you as an attachment to this testimony), much still needs to be done to reduce the high levels of youth unemployment. In particularly, even more emphasis is needed on private sector involvement and on better cooperation between the Employment Service, local CETA programs, and Vocational Education. We believe that H.R. 4465 provides an excellent vehicle toward the goal of full employment opportunities for young people.

We in particular support your proposed amendment to the Wagner-Peyser Act which establishes a youth employment component within the Employment Service. We have long promoted separately-funded intensive employment services targeted to the hard-to-employ, including youth. Your legislation would provide the services to youth that we feel are essential. In addition, it would also allocate new resources to the Employment Service to provide intensive services for young persons who have special employment barriers. Last year over 280,000 youth received employment services through our regular program, including 250,000 who were referred to job openings. However, because of the special barriers facing youth, more intensive services are needed. H.R. 4465 would provide those needed services.

We are also in favor of the allocation formula approach based on relative need for services rather than tying the allocation of funds to numerical placement numbers. We believe this should result in equitable apportionment among states and allow us to use our resources in a cooperative manner with other employment and training agencies, free from the pitfalls of an artificial "numbers game." We recognize and appreciate your support for needs-based funding.

We recommend that in your amendments to the Wagner-Peyser Act you consider inclusion of a strong requirement that the Youth Employment Service component be closely coordinated with CETA and other employment and training programs and that a statewide planning process that includes consultation at the local level with CETA prime sponsors, vocational education agencies, welfare and rehabilitation department also be required. We have implemented this "bottom-up" comprehensive planning approach in California (fully supported

by local CETA prime sponsors), and it is resulting in improved and coordinated local services delivery.

We have one comment on the bill's amendment to the National Apprenticeship Act. We have long supported increasing the use of the apprenticeship training concept and of expanding apprenticeship programs. We are supportive of the bill's provision requiring federal contractors to employ a ratio of apprentice to craft persons. Our concern with the proposed amendment is that it calls for development at the national level of local apprenticeship programs. We feel that apprenticeship programs are most effectively developed at the local level and we believe program expansion should be accomplished at the local level in conjunction with state programs and in a cooperative planning process combining CETA and other training resources.

One serious reservation that we have with H.R. 4465 is the establishment of a new Federal Youth Employment Opportunities Program. This is essentially an expansion of public service employment for youth, and based on our experience the emphasis would be better placed on training for existing and new jobs in the private sector where 80 percent of the jobs are located. We would suggest that a program that relies entirely on the private sector for jobs be considered for federal funding rather than an expansion of public service employment. Our experience is that employers are willing to train young people for jobs where state and local employment and training resources are brought to bear on the specific skill needs described by the employer. We believe that this approach is the most promising way to meet training needs and find employment for economically disadvantaged youth.

We have taken the initiative to demonstrate this approach by establishing within California a new program with state funds which will provide incentive grants to local education agencies who work with us and employers to develop local projects that will meet the specific needs of employers for trained workers. This program, called the California Worksite Education and Training Act Program (CWETA) requires a local planning process and the development of a local plan which will detail the jobs for which training will be offered, the commitments of employers, and the specific approval of employers for the training plan. The program will provide worksite entry-level training and skill upgrade training. Participating in the process will be local education agencies, the Employment Development Department, the Division of Apprenticeship Standards, employers and CETA prime sponsors, and other local employment training service providers

Through this program which emphasizes short-term training, and combinations of worksite and classroom training, we hope to insure that the economically disadvantaged and youth will be provided the specific preparation they need to get jobs. Senate Bill 132 (Greene) which authorizes the program with an annual budget of $25 million is currently under consideration in the California State Legislature.

We have done extensive preparatory work with employers, local educational agencies, and the Division of Apprenticeship Standards. Using state discretionary CETA funds, we have designed and begun to test models based on the CWETA concept. These projects train workers in critical shortage industries including electronics and health care. These prototype projects have demonstrated positive employer participation and support and favorable entered employment rates of participants. To date, 24 CWETA projects are either operating or under development. In those which have been implemented, we are experiencing a 90 percent placement rate.

We believe that these preliminary results warrant further development of this approach. We strongly recommend that federal funds be used to establish programs of this kind which emphasize worksite training in the private sector and are geared to meeting specific employer skill needs. We would be happy to work with the Committee to incorporate this approach into H.R. 4465.

For the Subcommittee's information and in response to the Chairman's letter to Governor Brown, we are including as an attachment to this testimony, information on programs serving youth in California. I hope that this information will be helpful to the Subcommittee.

In closing, I would like to make clear that we are strongly supportive of your efforts to reduce the level of youth unemployment, particularly among minority youth. I ask that you consider our strong concern that programs be aimed at private sector employment along the lines we have suggested and that coordination between the Employment Service, CETA and local education be mandated by federal legislation.

I appreciate this opportunity to come before you to present our views and wish you the best as you continue your deliberations.

Current Youth Programs in California

The following are major programs currently addressing the problems of youth unemployment in California.

EDUCATION

The educational and training needs of all youth are the primary responsibility of local school districts. These districts operate largely with state level support provided by the Department of Education and the Chancellor's Office of the Community Colleges and with funds collected locally through property taxes. Fall 1977 enrollments in grades kindergarten through twelfth totaled 4,157,000 youth with 1,341,448 enrolled in high school. The Community College system 1977 enrollment numbered 1,120,520, a large percentage of whom were youth. Funds to support education in Fiscal Year 1977–1978 were as follows:

	K–12	Community colleges
Local	$4,678,459,000	$725,068,000
State	3,497,961,000	585,018,000
Federal	661,566,000	102,639,000

The amount of public education funds available for vocational education in Fiscal Year 1976–1977 was $236,212,000 for high school and $270,086,000 for Community College vocational programs. For the school year 1976–1977, vocational education program enrollments in grades 9 through 12 totaled 904,657. Included in this figure are 248,813 enrollments in office occupations, 142,074 in trade and industrial occupations (programs to prepare for initial employment in trade, service, or industrial occupations), 93,727 in industrial arts (programs to provide assistance in making occupational choices in industry and technology), 56,125 in agriculture, and 26,680 in distributive education (occupational instruction in the field of distribution and marketing).

1976–1977 enrollments in post secondary (non-adult) vocational education programs in Community Colleges numbered 639,253. Included are 204,780 enrollments in office education, 145,847 in trade and industrial occupations, 86,043 in distributive education, 75,309 in technical education (vocational instruction to prepare for employment in specific positions within a specalized field of technology such as engineering and business), 43,400 in health occupations, 28,799 in occupational home economics, and 23,094 in agriculture.

Vocational education programs include the Regional Occupational Program (ROP) and work experience and cooperative education programs which place young people on jobs with employers. In 1976–1977, there were approximately 1,800 youth involved in cooperative education programs and 100,000 in work experience programs throughout the State.

At the state level, the Department of Education also administers a $10 million program of vocational training for economically disadvantaged CETA enrollees. Approximately 36 percent of the 10,000 enrollees under this program in 1977–1978 were youth.

CETA

The Comprehensive Employment and Training Act (CETA) authorizes local prime sponsors to conduct a broad range of employment and training programs for the economically disadvantaged youth in their area. Thirty-nine prime sponsors including the Balance of State administer CETA programs in California. In addition, special statewide youth services are provided through the Governor's grant for youth services under Title IV. The Fiscal Year 1977–1978 funding level for all CETA programs in California was $1,045 billion. Of this amount, $139.5 million was the funding for the youth titles, and the total number of youth served through all CETA Titles in California was about 227,872. Through the specific CETA Youth Titles in Fiscal Year 1977–1978, 13,000 youth were provided either classroom or on-the-job training; 105,000 were enrolled in work experience programs; and 15,000 received career employment experience.

EMPLOYMENT SERVICES

The State of California, Employment Development Department provides employment services to youth through its basic labor exchange program and other special programs which focus on specific client groups. The Employment or Job Service annually assists over 300,000 youth under age 22 in their efforts to look for work. In Fiscal Year 1978, over 280,000 received services, including over 250,000 youth referred to jobs; 25,000 referred to training; 8,000 who received counseling. The Job Service's network of local offices provides statewide recruitment for the Job Corps, the Young Adult Conservation Corps, the California Conservation Corps and the CETA summer youth programs providing thousands of jobs annually.

In 1978, over 140,000 persons, many of whom were youth, attended job search workshops operated by EDD. The workshops equip individuals to compete more successfully in the job market by providing training on resume writing, how to approach employers, how to effectively present themselves in job interviews, how to carry out a job search, and related job finding techniques. These self-help services are linked to an actual job referral and placement service whenever possible.

Youth who are veterans receive priority services in all Employment Service programs. This includes services under such programs as the Disabled Veterans Outreach Program (DVOP) which is designed to provide special services to disabled veterans.

EDD also administers the WIN program which assists recipients of Aid to Families With Dependent Children. In California, the WIN program emphasizes the job search assistance services, with training and public service employment (PSE) services to be provided by local CETA prime sponsors. The strategy for this approach is to allow a cooperative delineation of services to WIN clients in which the Employment Service focuses on placement and job search for unsubsidized employment, and the CETA programs provide subsidized training and PSE. Over 1,900 youth under age 22 were enrolled in WIN training programs in Fiscal Year 1978.

In addition, EDD operates several special projects to assist ex-offenders. Services include pre-release counseling, intensive job development, and supportive services. EDD is also the CETA Balance of State prime sponsor for 27 counties in California's rural areas, administering over $10 million in programs with over 8,000 economically disadvantaged youth participants.

EDD also administers the State Youth Employment Program which receives $5 million of state funding annually to develop and operate youth employment and training model and demonstration projects which emphasize jobs in the private sector and require close coordination of local programs. This program is operated in conjunction with the Governor's Special Grant funds under CETA Title IV for statewide youth services.

This program now has more than 50 projects located throughout California that are providing unemployed youth with skill training, work experience, counseling, basic education, and labor market information in coordinated education, work and job training programs. Projects employ specific program strategies and priorities for private sector employment, coordination with related local service resources, and targeting services to hard-to-employ youth facing severe barriers to employment.

APPRENTICESHIP PROGRAM

The Division of Apprenticeship Standards in the California Department of Industrial Relations administers the State apprenticeship program, an important element in youth employment. In 1979, over 42,000 persons, most of whom are youth, were enrolled in apprenticeship programs involving private industry, organized labor, and community organizations. With funds available from the State Youth Employment program, we are developing new approaches to apprenticeship as a model for youth training.

In one model, the local Joint Apprenticeship and Training Committee provides pre-apprenticeship carpentry training to economically disadvantaged youth as a means of facilitating placement in the full apprenticeship program. Also being tested is a model in which CETA prime sponsors recruit youth for placement in the Joint Apprenticeship and Training Committee's dry cleaners apprenticeship program with subsequent placement in local businesses guaranteed. Apprenticeship

consultants are developing further programs throughout the State in such fields as electronics, Culinary, and Health care to expand the apprenticeship approach to training in non-traditional occupations, with special emphasis on women and minorities in new apprenticeship programs.

CALIFORNIA CONSERVATION CORPS (CCC)

The CCC is a state program which provides employment, training, and educational opportunities to youth in public service work projects which develop and maintain the State's natural resources and environment. Recruitment, placement services, and job search assistance are provided to CCC corpsmembers by EDD field offices. The CCC operates a residential program with 22 centers statewide which in Fiscal Year 1977–1978 served over 2,100 youth ages 18 to 21.

NEW STATE INITIATIVE: CALIFORNIA WORKSITE EDUCATION AND TRAINING ACT (CWETA)

CWETA is a new state effort which combines the resources of EDD, CETA prime sponsors, local education agencies and private industry to train and upgrade workers for available jobs. Economically disadvantaged youth are also a priority group under this program. Youth will receive job training based on employer specifications and labor market needs to ensure that skills obtained through training are technologically up-to-date and that jobs will actually be available at the end of the training. The program will be administered by EDD in cooperation with the Department of Education, the Department of Industrial Relations, and the Chancellor's Office of the California Community Colleges.

Using set-aside State CETA monies, EDD now has 24 different worksite education and training projects either funded or being developed. Eleven of those projects involve the electronics industry, with six of the 11 concentrating on upgrade training for career advancement. Also included are projects involving Emergency Medical Technicians, Licensed Vocational Nurse upgrade to Registered Nurse, Culinarians, Cargo Container Mechanics, Machinists upgrade to Tool Designers, Forest Management, and Banking, Finance, and Word Processing.

TARGETED JOBS TAX CREDIT (TJTC)

The Targeted Jobs Tax Credit program and the amended WIN-Welfare Tax Credit offer additional opportunities to directly involve the private sector in providing jobs for youth. EDD is making every effort to encourage and promote these programs, and will provide certification and referral services to employers who wish to hire eligible youth under this program. Currently, EDD has 42 signed financial and nonfinancial agreements with prime sponsors or program agents to provide certification and referral services.

YOUTH PROGRAMS IN CALIFORNIA

1978 annual average	Total 16–24 yr	16–19 yr, white	16–19 yr, Nonwhite	20–24 yr, white	20–24 yr, Nonwhite
Population	3,752,000	1,335,000	245,000	1,870,000	302,000
In labor force	2,613,000	831,000	101,000	1,460,000	217,000
Employed	2,265,000	687,000	70,000	1,333,000	175,000
Unemployed	348,000	145,000	35,000	127,000	42,000

	Total enrollment	9 and 10th grades	11 and 12th grades	Special classes
In high school, fall 1977	1,521,198	774,336	669,431	77,431

	Total, 24 yr and under	19 yr and under	20–24 yr
In college, fall 1977	829,911	334,399	495,512

	Total (nonadult) enrollment	7 and 8th grades	9–12th grades	Post-secondary
In vocational education, 1976–77	1,562,127	18,217	904,657	639,253

YOUTH PROGRAMS IN CALIFORNIA—Continued

1978 annual average	Total youth	Titles I–VI, 21 yr and under	Title VII (YACC) 16–23 yr
In CETA programs, fiscal years 1977–78	227,872	224,902	2,970
	Total, 16–21 yr	White	Nonwhite
In State youth employment program, January 1978 to June 1979	3,235	2,066	1,169
	Total, 16–24 yr	16–19 yr, white	Nonwhite	20–24 yr, white	Nonwhite
In apprenticeship, age at entry, 1977	22,425	4,869	1,666	11,499	4,391
	Total, 16–23 yr	White	Nonwhite
In CCC, July 1, 1979	1,225	698	527

STATEMENT OF GENE LIVINGSTON, ACTING DIRECTOR, CALIFORNIA EMPLOYMENT DEVELOPMENT DEPARTMENT; SENATOR WILLIAM GREENE; AND BENSON MUNGER, CONSULTANT, SENATE INDUSTRIAL RELATIONS COMMITTEE

Mr. LIVINGSTON. I would like to thank first the committee for inviting us here to testify. And Senator Greene and the administration have worked together in the past year putting together what we hope to share with you as an also unique approach to dealing with some of the problems of youth unemployment. And Senator Greene will first outline the problems that we sought to address and the approach that we are making at this time.

Mr. WEISS. Senator, we are delighted to have you with us.

Would you first identify the gentleman on your panel?

STATEMENT OF HON. WILLIAM GREENE, STATE SENATOR FROM CALIFORNIA

Mr. GREENE. Let me identify the gentleman whom I just invited up. This is Dr. Benson Munger who is the consultant to my senate industrial relation committee. Dr. Munger is an economist. He does all of our economic work, all of our statistical work and what have you. And in some of my remarks, I think you will be able to ascertain the reason I felt the need to bring such a person on staff.

Mr. WEISS. Fine. Pleased to have the doctor with us.

Mr. GREENE. I really wanted him up here in case there were any questions from the members of the committee relating to any comments which I have to make or which Mr. Livingston will make. And Dr. Munger worked with the staff of the employment development department in the putting together and structuring of the two bills that we are going to talk about.

First, let me thank you for the opportunity to appear before the subcommittee. Let me indicate for the purposes of the record that I

chair the senate industrial relations committee, which is the policy committee for the employment development department. Of course, it has to do with a full range of activities of labor, management, business, and what have you, the interface of State government, with those two major segments of our society.

Additionally, I chair the subcommittee of the Senate Finance Committee which handles all appropriations in this area. Additionally, we have the entire social services budget. We have the entire public assistance budget. We have the entire Medi-Cal budget. So all of the related areas, we handle a total of some $8 billion in State and Federal money.

So from that vantage point, I am able to have an intimate look at what the State is doing in this regard and its interface with the things that Washington is doing, that the Congress is doing, and how we can alter and modify our programs so as to interface more appropriately with what you are doing. And I am happy at this time to have an opportunity to talk to you about some legislation that is just being developed. And I am really quite proud of it, since it is my Congressman who is the author of the legislation, as well as the—we call it here in Los Angeles, in this area of Los Angeles, the Hawkins-Humphrey Full Employment Act.

Mr. WEISS. Right. We do so in our committee as well.

Mr. GREENE. I do want to comment first, before I get into our legislation, on a few things that I do not know if Mr. Livingston will make.

One concern that I have, from an official point of view, is the GAO and OMB reports relating to to the universe of youth employment. I would disagree, at least here in California, that the supply of jobs available to youth is greater than the number of youth who would be willing and available to take such jobs that would be offered.

I think possibly a better measurement of the universe of youth available or who would be interested in employment, be it parttime, be it fulltime or what have you, I think a better data point would probably be the dropout rate rather than the measurement that we are advised here in California. And from looking at the GAO and Office of Management and Budget reports, we would suggest to the committee and would urge you that one of your suggestions, and hopefully if the entitlement legislation could be amended so as to get a different kind of measurement—one problem we have found here in State government, in getting into this area—and I set out to really get down to dealing with the data. The problem that we ran into is the reliability of the data which is available.

This of course was the reason that it was necessary for me to bring Dr. Munger aboard on my staff. And we have devised additional means. There are data out there, but it does not interface with a great majority of the data which is available dealing with unemployment. And this is as true for adults as it is for youth. It is only more severe as we look at the unemployment problem as related to youth.

It is our finding and it is our belief that adult unemployment figures, using this as a measurement for funding for youth programs, for youth jobs, diverts funds to the less needy. Youth are not a part of the UI registrants. So we don't pick them up in that data.

That is the reason I would recommend to the committee that possibly the dropout rate might be a more accurate kind of measurement to make, to determine or come closer to determining the universe of unemployed youth out there.

Additionally, I think one problem with the manner in which these numbers are arrived at is that funds are diverted away from the urban areas. Here in California, we are forced by the economic makeup of the State to be equally—I, as a legislator, representing an urban district such as the one that we are meeting in now, in my capacity as chairman of industrial relations and the subcommittee dealing with appropriations, I am forced, due to the economic makeup of the State, with agribusiness being the number one industry of our State, to be as acutely aware of what unemployment problems are in urban and suburban areas as I am in urban areas.

However, even with that, and after establishing that point, I can say to you concretely that here in California, by virtue of the way the formulae are developed and the data on which it is based, we still divert funds away from the urban areas.

We find—and I would find fault, and I would ask that the committee would consider, in the further development of this legislation, that I think the fact of using the point that students are in school and not available on a full-time basis is a fault of the manner in which the formula is developed and the basis on which the money is allocated.

I think the period of 5 weeks of looking for work gravitates against additional funding for youth into urban areas. I would also wish to appeal to the committee that as you are developing the legislation further, that you expand the family income level to that which is the poverty standard under the CETA program, which I think is 70 percent of the lower living standard.

I would also hope that the legislation would include some provisions for remedial services, specifically as it relates to additional training and specifically as it relates to counseling.

Those are the points which I wish to make in terms of the Congressman's entitlement legislation. And if legislation such as that were successful in being signed into law at the national level, I think I could assure you that our programs here in California, our youth employment programs and the legislation that I am about to get off into with you, I can assure you that we could interface very harmoniously with the entitlement legislation.

One problem that we are preparing to deal with here in California is the conclusion of some of the employment periods for some of the CETA participants, some of the persons who have been involved in CETA employment programs.

We have one ground swell here in California thus far in San Bernardino. And Congressman, I sent you some information on that. And Congressman Hawkins' administrative assistant, Mr. Knox, sat with us in committee meetings in San Bernardino on that problem.

We realize that we are just seeing a hint of what is going to come, as other participants in the CETA program have concluded the period for which they qualify to be in the program. So we have developed legislation which really represents a coming together of the Black Caucus, the Brown Caucus, the administration, other parties who have been

concerned with employment programs, specifically after we were faced with the passage of proposition 13, where we felt that we had to tighten down greatly and we had to begin to move to programs which in fact targeted, which in fact were more direct line private sector employment.

We knew, and we did not feel that it was necessary to develop and structure any additional State bureaucracies or agencies. We felt that all the mechanics and all the parts were there, but that we had to tie them together. And so we did so this year with the support of the leadership of both Houses and the parties whom I have named, and working in close concert with the administration.

We have developed legislation, senate bill 132, which very specifically is going to take the categories of youth who are at the 10th, 11th, 12th grade level, inclusive of adults, inclusive of working youth. We have specifically, in the 29th Senate District, which is also the 29th Congressional District, and surrounding communities, we have a large percentage of youth who are heads of households, both female and male.

In the State of California, for example, we have a category of AFDC youth, AFDC unemployed, which is made up mostly of males. The average age of these males is 19 years. They are heads of households. These are young males who, say, dropped out of school, got a job, worked for a period of time, long enough to earn some UI benefits, were laid off, for whatever the reason might be—it might have been during the recession or what have you—used up all of the benefits which they had coming to them under UI, and then qualified for welfare.

We, for example, feel that the kinds of expansions that we are talking about and are requesting, in terms of the Federal legislation, working in tandem with the kind of legislation that we have prepared, that we could literally wipe out a category such as this.

And there are some 17,000 in the State of California who cover that category. So this is what I mean when I say, we are beginning to look at, how can we target more, where we know the true measurement of what we are getting for the program, or for the expenditure.

In the period of March 1978 to March 1979 there were some 324,000 new jobs in California. California, as I am sure all of you know, did not feel the recession to the same degree as other States did. After California pulled out of the level of decrease that we had had in the State, when we measure the new jobs against the jobs that no longer exist, we come out with 324,000 new jobs. However, those jobs are not absorbing the categories of persons that we are talking about.

On the other hand, we have industries in California that do in fact need employees. So, with senate bill 132, what we are going to be able to do is, we are going to be able to take those categories of youth, as well as other categories of adults, and by direct line training, involving the public schools, the community colleges, the employment development department, we are going to be able to provide training, either at a school site or on the job, if the employer, if the private sector employer would prefer it.

We would be able to either have the instructor of the school or the instructor of the classroom of the community college go to the firm

and be instructed on the manner and the areas of training that would be desired by the employer.

We would be able to take a large number of faculty persons to the employer, if necessary, and have the State subsidize that taking place, either on the school site, on the job, with the participant being trained on the job, with the instructors being trained on the job.

Therefore, we can, very direct line, send people into needed categories of employment. We hope—we are financing this with some $25 million. We have a very modest target of some 20,000 people. We have very heavy evaluation on it. We are going to use this as an instrument to try to build a data base which is more reliable, which takes the kinds of components that we find not to be a part of the data that is available to us that kinds of brings it together in an aggregate, rather than our having to go out and seek it out in a disaggregate sense in which we do now.

It has the support of business. It has the support of labor. It has the support of community groups, CETA prime sponsors. CETA participants would qualify. Youth, beginning at the age of 15 would qualify.

We would be very heavy on those who are heads of households. In addition, in the adult categories, public assistance recipients, handicapped, general assistance recipients would qualify.

That, in a very capsulized sense, is the kind of legislation that we are developing here, which would interface with the entitlement legislation.

We would hope that the language of your entitlement legislation, Congressman, would be broad enough so as to facilitate that interface more. We anticipate that possibly with 132 we can modify some of the initial blow of the contracts that go out of existence, beginning in September, I think is the information that we get, several of them are going to—employees are going to be terminated under SETA.

It is our expectation—we are all the way through the Senate, and we are before the ways and means committee of the assembly. A vote has been taken on the bill. It received a unanimous vote. And it is sitting on suspense calendar to be reported to the floor. And it will be carried on the floor by the speaker of the assembly.

And I might mention, Congressman, that Assemblywoman Maxine Waters is one of the lead coauthors on that bill.

Additionally, we are going to take a crack, here in California, at tax credit legislation. We are now targeting this. We are starting out very conservatively, on purpose. We are targeting it now at public assistance recipients. However, a great emphasis once again in that category is going to be that youth category, that those portions of family group, AFDC family group, where there is a new family, where there is a young household, which means that we obviously will reach in to some youth, and then additionally the AFDC unemployed category, the provisions of that legislation are in the exact some posture as Senate bill 132.

The provisions of that legislation are to work either separately or in tandem with the Federal tax credit legislation. By targeting it as we have, we are fearful that maybe here in California there might be more of an inclination on the part of employers, specifically after the second year of employing a person under the Federal tax credit, to maybe not hire public assistance recipients.

Our legislation would come in and fill that gap. What we will do is offer up to a maximum of $600 tax credit to the employer. Working in tandem with the Federal tax credit, we feel that it can provide a very secure base, and that we can find out, how do we structure and how do we implement those kinds of measures to more people into gainful employment and employment which has at least the level of permanency of the pitfalls and the valleys and the peaks of the economy, at least.

So this is our modest effort here in California. We are being forced to do it, in one respect. There are many of us who have wanted to do it for a long time. We really didn't have the muscle to do it. We didn't have the influence among our colleagues and with the leadership, and I might say with the administration, until after proposition 13. This is not to imply anything negative in that comment.

But I think we all were more alerted to our need to move to these kinds of areas of endeavor after the passage of proposition 13. And as I said, one thing that we are very, very heavy in is evaluation and in data. Because I think—well, I know you know this. We suffer the same thing here at the State level. And there is really no need for it. And maybe we can all follow the leadership which was laid down by the Congressman and by the deceased Senator and begin to really use this data so that we begin to build into our total policy posture the situation with unemployment and employment in the total overall society.

Let me thank you very much. It is my pleasure and honor to have an opportunity to appear before you, Congressman. And I will make myself available to any questions after Mr. Livingston has concluded his remarks.

Mr. HAWKINS. Thank you, Senator Greene.

Mr. Livingston?

STATEMENT OF GENE LIVINGSTON, ACTING DIRECTOR, CALIFORNIA EMPLOYMENT DEVELOPMENT DEPARTMENT

Mr. LIVINGSTON. Thank you, Mr. Chairman, members of the committee.

I would like first to express our appreciation and support for your efforts in H.R. 4465, to address the problems in what are clearly the most major unemployment situations we have in our society today, that is, youth employment.

As Senator Greene described, we have been working together with him. We have had, I think, a long and productive working relationship on a number of matters. And S.B. 132 is just the most recent.

I might mention a few statistics to put into context what I think probably describes a situation in California that is fairly typical of the rest of the Nation. We had, around the first of this year, 650,000 people unemployed, approximately 50 percent of those are youth.

At the same time, we also recognize that the employers out there are clamoring for additional skilled help. Want ads were very lengthy. One industry, the electronics industry alone, claimed a need of 40,000 people annually in this State. And as you indicated earlier, that industry was in fact going outside the State and even going into foreign countries, trying to find skilled workers.

It is clear that whenever you talk about that level of unemployment, and still that kind of job demand, that we are talking about a structural unemployment problem. And yet you have to ask, why is there a structural unemployment problem here in California? Just in vocational education alone, not to include the other parts of education, we were spending $610 million annually. And the CETA program is pumping another $1 billion annually into the State for training programs.

As you know, and sought to address in the CETA reauthorization, CETA nationally, and certainly here in California, has been characterized all too much by solely concentrating on public service employment. And to the extent that skills have been learned, they have not been transferable to the private sector.

While the education system has met the needs of a great many people and also met the needs of employers, it has failed to meet the needs in particular of low income youth and minority youth.

I think two significant reasons exist for that failure. First, young people perceive that the curriculums offered in schools are not designed to meet their needs. That is, they are not designed to prepare them for employment. And unfortunately that is a true perception. All too many people finish school and find that what they know how to do was no relevancy to the labor market.

Schools are unable, or for other reasons fail to keep pace with the technological changes. All too often we find that teachers are teaching what they know how to teach and not necessarily what is in demand today.

Also, most education programs are designed where you continue in school for a number of years, then you end your education, you go to work, and then you have learned in school enough skills to begin a job, to progress up a career ladder, and so on. That approach, even in vocational education, often requires a 1-year or 2-year commitment for some kind of certification.

For people coming from low income families and low income areas, they cannot afford to spend long times in classroom setting without any income. That is just an economic reality. And school has not maintained the kind of flexible courses to take into account those particular needs.

And as Senator Greene indicated, those are the kinds of problems that we sought to address in S.B. 132. What we are concentrating on there are short-term entry level training at the outset. And we are talking about training that is short as 3 weeks, 6 weeks, 10 weeks, whatever is mutually decided by the employers and that educational agency or that training agency.

At the conclusion of that entry training, that person then continues their training at the worksite, under the direct supervision of that employer. That training is designed in conjunction with the classroom training. After a certain level of competency is obtained, then that person is released from work and then returned to the classroom for upgrade training.

We think it is essential that a training program be designed to deal not only with entry level but also upgrade, because I think we have heard lots of complaints from people, "Why should I participate in

that training program? It is deadend. It doesn't lead anywhere. I want a career opportunity."

So we want to make that link, and we want to make it at the outset.

What we are going to be funding with the $25 million that Senator Greene described first will be the cost to the educational agency. The phenomenon that we have here in California is that schools are funded on the basis of ADA, average daily attendance. So that the more students you get into a classroom, the longer you keep them in that classroom, the more money that school makes for other kinds of activities. So there is an economic disincentive to provide short-term training for a few number of students in a specialized trade.

So what we want to do is to eliminate that disincentive and to meet their actual training needs. Also, we recognize that not all employers are in as fortunate a situation as Kaiser, are not able to cover the cost of much of the training as well, through the funds made available under the State bill.

And we are not talking about an OJT-type approach where we would reimburse 50 percent of the wage. What we want the employer to do is to identify the actual cost associated with providing specific training to that particular trainee.

Also, we are providing for low income participants at the entry level training in the classroom stipends, because we recognize that again those people otherwise are going to have to be on the streets or trying to handle some kind of job in order to survive. So we want to provide stipends to allow them to participate, even in the short-term training.

Once they move to the worksite and continue their training, then they will receive the same entry level wage that any other employee level employee who is hired receives.

Then whenever they are released from the worksite to continue their classroom training, at that point again we will pick up a wage replacement. We can't ask, we don't think, in most instances, the employers to pick up or to continue the wage while they are not on the line being productive, nor can we expect the students, once they have started earning a wage, to discontinue any means of support. So we will be providing a wage replacement during the upgrade training as well.

The bill also contemplates providing retraining benefits for teachers, teachers who are somewhat out of date in the technology and the curriculum that the employers need. Senator Greene indicated that classroom training does not necessarily have to be in a formal school classroom. It could be at the workside. The instructor could be someone hired by the community college or the secondary education who comes from industry and who has that current knowledge.

In many instances, industry is making available tools equipment, as well as space, in order to maximize the effectiveness of this training.

As Senator Greene indicated, we have found a very enthusiastic response on the part of the private sector here in California to this program. Despite the fact that the bill has not passed, we began at the first of the year with a great deal of optimism. And we used some of the 4-percent funds that the CETA program provides to the Governor, and we set aside a significant block of that in order to start funding these types of projects.

We did that for two reasons. We wanted some models available so we could show to educational agencies, employers, prime sponsors and

so on, when the money did become available in the bill, we also wanted to have in our department the mechanism available to launch full speed ahead whenever the money became available.

We have at this time 28 projects that have either been funded or are under very active negotiations right now. The results in some of the early classes show a 90-percent placement rate.

The cost of this varies from the entry level training. Because of the short-term nature of that, it has been relatively low, around $1,000. When we start talking about some of the upgrade training, some of the projections are, given a longer period of time in an upgrade training situation, a maximum cost of $4,000.

As described, we have found the private sector employers very enthusiastic about this. Whereas we have offered to pay them for some of their training costs, we have found that in many instances they are willing to absorb that. In some instances they are using the targeted job tax credit in lieu of being reimbursed for training costs. So we have tried to tie these two programs together.

I might just mention some of the employers who are participating with us at this time. We have the American Electronics Association, the California Ambulance Association, Rockwell International, Hughes Aircraft. There is the Joint Apprenticeship Council, in the culinary area, Hewlett-Packard, NSR, Burroughs, also General Dynamics. And there are a number of other well known employers who are participating.

I mentioned the enthusiasm with which the private sector has endorsed this approach, because I feel that all of us agree that public service employment should be made available for people who have no other potential employment, that it is employment of last resort. I feel that we have not yet maximized the potential in the private sector, and that we need additional thrust like this in order to pursue that.

The pattern in developing these projects has been, our local offices in the Employment Service have identified employers with unmet skill needs, often because of our inability to fill job orders that they have provided to us. Those managers, staff, have been brought together, the employer and people in the local educational agencies, also the prime sponsors. Preliminary discussions were conducted. Then at that time we brought in statewide coordinators to bring in the Division of Apprenticeship Standards, the Chancellor's Office for the community colleges, as well as the State Department of Education.

So it is a four-agency effort, as far as the administration and implementation is concerned.

I should mention that in addition to the enthusiasm of the private sector, the prime sponsors have been very cooperative as well. In many instances, the stipends that we described for entry level are being provided by prime sponsors. Under the current CETA law, of course, they are not able to provide stipends for the upgrade training, and so we are looking solely to the State funds at this point to meet those particular stipends.

The local educational agencies also have been very cooperative. And once they understand that there are no funding constraints imposed by this, that they are not going to disadvantage their administrative staff, and et cetera, then they have also endorsed the concept, the bill, and have participated very actively with us.

We are convinced that this approach does have national implications and national application as well as its value here in the State of California. And we would urge you to consider this type of approach in your bill.

We feel that it has such value, and that because it does involve the private sector, and as you indicated earlier, that 80 percent of the jobs are there, that as far as the political consequences and the support of American society, that training programs for the private sector have much more support than public service at this time.

Also, I would offer any assistance that you might need from our department in developing this kind of a program nationally. And I would also offer my assistance and Senator Greene's assistance, if you would like us to appear and talk with other people about our experience here in California.

As I indicated, we are very supportive of the effort you are making in this bill, and in particular I would like to express our strong support for strengthening the employment service program by providing dedicated resources to serving youth. As you know, the employment service resources have not kept pace with the growth in the labor force in the past several years. That, combined with the Department of Labor funding mechanism that encourages creaming, has seriously undermined the level of service made available to the hard to place. And for the most part, when we talk low-income youth and minority youth, they fit in large measure in that category.

Your bill also provides for a needs-based funding formula for those employment service resources. And as you know, we feel that approach is absolutely essential in order to insure that a wide range of services are made available to the young people. In fact, if you deemed it appropriate, we would encourage you to specify, perhaps in this youth bill, a needs-based funding formula for the entire employment service because I feel that the kinds of funding constraints that we have seen nationally have jeopardized providing services to the people that I know you are committed to serving.

Also, as you are aware, we began 3 years ago here in California with a local level comprehensive planning approach. We require our local office managers in the employment service program to sit down with local educational agencies, with prime sponsors, with community-based organizations who are involved in manpower programs, and to jointly develop a plan for meeting the needs of the people in those particular areas. We feel that that approach has been very successful, much preferable to the tops-down planning process that exists in the rest of the country.

Mr. GREENE. It has contributed to 132.

Mr. LIVINGSTON. That is right. And, as Senator Greene indicated, that has led to our ability to implement and to design S.B. 132.

We would urge you to consider that type of an approach in this youth legislation as well, to insure that in fact prime sponsors, employment service and educational agencies are working together, are planning together. And again, if you consider it appropriate, I would urge that perhaps it is appropriate here, as you amend Wagner-Peyser, with the Youth Employment Service, to also require employment services in all of their programs, with all of their resources, to engage in that type of planning activity.

Just in conclusion, let me thank you for the opportunity to make this presentation, and to particularly join at the table with Senator Bill Greene. As I indicated, we have worked together on a number of issues: S.B. 132, S.B. 93, the State tax credit that he described, and also last year, when proposition 13 passed, the UI work sharing bill. So we have had a lot of, I think, successes at this point.

Mr. GREENE. Mr. Chairman, that will conclude our presentation. We will make ourselves available to any questions.

Mr. HAWKINS. Well, I am sure that you have suggested quite a few, Senator.

May I personally express appreciation for your joining the hearing this morning and presenting what seems to be a very creative idea. It is always nice to know that people at the State and local levels are doing the type of job that you happen to be doing in this instance. You make our job a little easier.

With respect to the interface between the proposals, I see no great problem in developing some common criteria, with respect to the income level that you mentioned, as well as some of the other criteria.

We have obviously, the problem of wages, duration of unemployment and other matters to bring into conformity. But I don't think there is any great problem with respect to those. As I have listened to the testimony with respect to S.B. 132—and this is the first instance I have had an opportunity to learn of its details—I understood you to say that the approximate number of individuals that would potentially be benefitted was in the neighborhood of 20,000 young people. Was that approximately correct?

Mr. GREENE. That is our initial target.

Mr. HAWKINS. At a cost of approximately $25 million?

Mr. GREENE. We would not anticipate that we would use up the entire $25 million funding on that category alone. The legislation also provides for the same type of direct line training to jobs for adults as well. So the level of funding that I mentioned relates to the total funding in the bill. The 20,000 relates only to the youth category.

Mr. HAWKINS. The 20,000 relates only to the youth category?

Mr. GREENE. Yes, sir.

Mr. HAWKINS. So that the $25 million would not be confined to that group. It would be less than $25 million——

Mr. GREENE. I think Mr. Livingston might be able to give you a better estimate on——

Mr. HAWKINS. I was trying to get down to the approximate amount for youth, because it seemed to me that we will be getting below $1,000 for each youth.

Mr. LIVINGSTON. Right. The Senator and I have not really developed, I think, very firm figures. We set out initially to try to serve 20,000 people. At one point we had a few more dollars in the total program than we now have. There was $5 million that was eliminated. And we have put together some preliminary estimates based on some of the experiences that we have had to date with some of the earlier programs that we have funded. And as I indicated, some of the entry level training will run around $1,000.

I think how many people we serve in large measure will depend on the kind of coordination that we are able to develop with the prime sponsors. If they come into the program, and providing stipends

at the entry level in large measure, then we will be able to use more of our money to provide the training costs for employers and the educational agencies.

If, of course, they don't come in, in large measure——

Mr. HAWKINS. Right. I think you are anticipating my line of questioning. It seemed to me that the matter of stipends would not be included in the proposal unless you have the strong coordination with, or the interface with the present delivery system, which gets us back into a heavy dependence on the Federal involvement.

As I see it, there has to be an interface for this proposal to succeed, or let us say for the two, in effect, to succeed.

I had estimated that you are talking about roughly less than half of the number of youth who are officially unemployed in this State. Projecting it as to the number that will be coming into the labor market, it isn't an overambitious program. It obviously is a conservative approach, from the viewpoint of the numbers who are going to be served and the amount of money that is going to be expended.

I understand these are entry level training jobs. Obviously that will not be as costly as some of the others.

Mr. LIVINGSTON. Mr. Chairman, what we hope to be able to do, of course, is, with this $25 million program, to demonstrate in a fairly major way, across the State, the viability of this approach, and then make available to the legislature—as Senator Greene indicated evaluation is a very strong component of this—information about how this program has worked, so that whenever they look at vocational education resources and other kinds of resources, perhaps there can be more targeting, more structuring along these lines.

So that eventually, perhaps more of our system will be dedicated to meeting the needs of these people.

Mr. GREENE. Mr. Chairman, I might indicate that we are not touting this as a panacea or that it is going to solve all the problems. In fact, we are intentionally indicating it that we intend it as a conservative approach. We are not representing it to be a proposal—in our minds' eyes, as we are structuring this, this is step No. 1, and no more.

We feel that we should take this step No. 1, and find out as much as we can about it before we even proceed to step No. 2. Because, very candidly—and I didn't support proposition 13. However, we are dealing in a brand new world in Sacramento. And as I am sure you know, the tug of war for the dollar is far, far more severe than anything that we have ever experienced in the past.

We do not feel that we can afford to have the degree of latitude that has existed in employment programs in the past. It just isn't going to work.

No. 1, we run the danger of there being such a negative record built up that we have more action on the part of our more conservative colleagues to do away with them in the first place. Then additionally, we feel that in order to compete for the new dollar, we are going to have to have a much stronger foundation than we have now.

So for those kinds of reasons, we are moving in this manner and moving very conservatively.

Mr. HAWKINS. Well, I was merely suggesting that with a great deal of coordination, which I feel would be needed, that the two proposals

certainly fit very well together. While we envision a little broader program, I was using the word "conservative" not to taint the proposal, I can assure you, but merely to indicate that even this, combined with the other initiatives that we are doing, and with proper coordination, could constitute a rather bold and substantial impact on the problem. Between the two, we envision the creation of in the neighborhood of 120,000 jobs on an annual basis without any great disruption.

There were one or two statements, Mr. Livingston, that you had made, and included in your prepared statement that I would like to address, however. On page 8 of the statement with great reference to the private sector in the last paragraph, you indicated, "We would suggest that a program that relies entirely on the private sector for jobs be considered for Federal funding rather than an expansion of public service employment."

Now, in view of Federal policies and programs that are based, in a way, on a projected 8-percent unemployment rate, in the next year, and the disemployment of some 2 million persons, do you believe that we can rely that heavily on the private sector? I think I indicated this morning that our direction isn't that way. But we are facing a rather unusual situation.

I know that Senator Greene would agree with me that even in our area we have a very explosive situation in that people have got to be employed somewhere. They are not worried about where it is going to be but they are in the present mood of getting it wherever the getting is good, whether it is legally or illegally, for that matter.

Can we depend, therefore, on a program that might in some way reject the possibility of public service employment being used in its proper place? As we expand the population, we need more law enforcement officers, we need more health officers, we need more persons in public transportation. While I agree that the private sector should be emphasized, I don't reject the idea that we don't need some people in the public sector as well.

Certainly we cannot reject that in a crucial situation, where it is necessary to get people into jobs, rather than rely on welfare and on illegal activities for main support of economic existence.

I wondered about that statement, I have taken it out of context.

Mr. LIVINGSTON. I tried clarifying that particular statement in my oral testimony, because I agree with you that it is essential to provide employment opportunities for people. And I think that, as I indicated, that ideally we move as many people as possible into the private sector in order to maintain a very productive society. That obviously we still have unmet public service needs. But that generally when we talk about training programs and preparing people for a lifetime career that we ought to be assured that whatever mechanisms we set up are actually going to lead to that long-term employment.

And the thrust of the public service employment has been to limit it to provide skills to allow people to move into the private sector, the 18-month limitation. And the experience that we have had is that that has not been as successful as we would like to have seen it.

And therefore we ought to make a thrust, a major thrust, it occurs to us, to involve the private sector in the actual training programs. So that is what we were trying to say here.

As far as economic stimulation, those types of things, we recognize the clear need for that. And if we reach the unemployment rate that is being projected, it is clear that we are going to have to have a backup public service employment program.

Mr. HAWKINS. Well, thanks for the point of clarification.

Mr. Tauke?

Mr. TAUKE. Thank you, Mr. Chairman.

I am interested to hear the proposals that you are making at the State level, because yesterday in our discussions with some local officials, there seemed to be very little effort being made on the State or local level to deal with some of the problems that we have been discussing here.

But before we get into that, let me just vent a little of my frustration on you, frustration which I am sure I am not alone in sharing. You, as well as the local officials, and other people who testified before us yesterday, told us the educational system is frankly not working.

As I look at the figures that you present, you are spending in this State some $10 billion, roughly, on education. You are spending $610 million on the vocational education program, another $1 billion on CETA. And now we are going to try another approach, spending another $25 million along with some other funds from the Federal level hopefully to solve the problem of training people.

What is wrong with the educational system that exists in K through 12 and in the rest of our community colleges, with the vocational technical training and so on? What is wrong with the system that massive expenditures of funds cannot train people to do productive work or to have the skills necessary to function in the modern day?

I might, before you answer, also say, we at the Federal level are constantly told by people at the State and local level, "Keep your hands off education." The educational system apparently isn't working. And I am not suggesting that we can make it work any better. But, consequently, it seems to me that the answer to this question and the responsibility for it really does fall on your shoulders.

Why is the educational system not doing these things?

Mr. LIVINGSTON. Let me say first, to a very modest kind of inquiry there, that I would not go so far as to say that the education system is not working. I think it is working for a vast number of people. We have many people out there in the labor market who are employed, employed in very good jobs, who went through our educational system.

It is true that it is not working for a significant portion of our population. And as I have tried to describe my testimony, the kinds of programs that are needed, a flexible approach where people can spend some time in the classroom, return to work, back out, an open entry, exit, approach, is not available today in our educational programs. Plus the ties to the private sector. So that the curriculums are developed in a way that lead to employment for people who don't have time to spend several years learning eventually the various kinds of skills that are needed in order to go to work, don't exist. We don't have the concentrated kinds of training programs.

We are not talking about putting new resources into yet a third or fourth or fifth approach. What we are talking about here is, on a demonstration basis, on a model basis, trying to provide for our

legislation information that would allow them in turn to make major modifications in the approach that we use in this State.

Mr. GREENE. Congressman, let me say, I am not going to be as modest as Mr. Livingston, in response to your question. I think we have just got to look at the fact, and it is a fact, that racism exists in those institutions as relates to minorities. And I guess it is the old traditional battle of the haves versus the have-nots, as relates to poor people in general, which means that we take in those categories of people who are poor and who are not minority.

So I think those two factors are alive and well in the educational institutions.

Mr. TAUKE. You are saying that the resources are not being directed toward those people who need them the most in our educational system?

Mr. GREENE. Well, no, I am not merely saying that. The utilization of the funding that they have is frankly embarrassing, in far too many cases.

Mr. TAUKE. I am not sure I understand.

Mr. GREENE. You know, we are spending a great deal of money on education in the schools right here in this community. And you will find more than a 50-percent failure rate. And I disagree with the line of logic that blames it on the community, the home environment entirely, being of poverty, because most people of poverty want to have more, not less. They want to have more, they want to do more, they want to be more.

Upward mobility is no problem for—or ideas of upward mobility is no problem for anyone who is on the bottom rung of the ladder.

I think there is a great deal of national research which is even being developed right now that shows coming from a family that is not educated does not in fact mean that the offspring cannot go on to become, you know, a Ph. D. economist, for example.

Mr. TAUKE. Then I don't understand what you are saying. You are telling us that a great deal of money is being spent, but yet there is a failure rate. Why is there a failure rate?

Mr. GREENE. You don't have the level of production. You don't have the people in the classrooms who are in fact trying to teach. You don't have the concern. You don't have the people who have the idea that the students can learn. You don't have the same level of production. It is——

Mr. TAUKE. Is there anything that can be done to change that?

Mr. GREENE. I was a member of the education committee. I gave up in frustration and come off. When I moved from the assembly to the Senate, I said, "I just cannot take it any more."

I took the meat ax approach. I wanted to reorganize the school district so that the communities were governing their own schools. And I got as far as the Governor and I was defeated. And I took a beating over the head to such a degree that I said, "You know, I just can't do it. It is going to take more * * *." But education is an establishment. It is an industry. It is an establishment and an industry unto itself. It is a government unto itself.

And you know, the political structure has not been very successful in penetrating that and modifying it to any really measurable degree.

Mr. TAUKE. I guess I feel the same frustration that you do. Let me proceed specifically into your program.

I am not certain that I understand where the target is. Is the target on youth? Is the target on 10th to 12th grade students? Is the target on dropouts, on just unemployed individuals generally?

Mr. GREENE. Well, in the youth category, the targeting will be on those who are heads of households. That—taking a modest approach——

Mr. TAUKE. This program is really directed toward unemployment generally?

Mr. GREENE. Right. Youth is only one category. It also includes adults.

Mr. TAUKE. Do you think that maybe when we try to deal with youth unemployment in a sense separately that we are making a mistake; that it is impossible to deal with that question without facing the whole unemployment question?

Mr. GREENE. I think in the main—and this is something we have to learn our way through. I think in the main you have to look at the entire work force. You have to look at the—at least we have concluded that we must do this here in California.

Now, to what degree that would apply to other sections of the Nation or the manner in which you should approach it in Washington, I would not be willing to venture any guess there. We feel that we must look at the dynamics of the entire work force, even in terms of how, and the instruments and the procedures by which we plug youth into it.

Because, you see, we are looking to see, how can we move closer to permanency? If we learn how to do this in a reasonable manner, then I think we can do a better job in other categories of youth employment.

So we are purposefully taking this route. We definitely believe that the dynamics of the entire work force and of the entire economy, though, are essential. You have to have them in mind, I would say, as you develop even youth employment programs.

Mr. LIVINGSTON. I might add something to that. When we talk about providing upgrade training, our interest there is not necessarily in helping someone who is middle class and doing relatively well to get a better job. But our principal interest there is opening up a slot for someone else to move in, a young person to move in.

So, when you talk about trying to meet the training needs across the board, which also then ties in with youth training, you have got to address adult training as well. And I think in many instances you have to also address training for those people who are not necessarily economically disadvantaged.

There may be people who are locked in for want of skills and are working, low-income people. So the approach has to be broad. It is not to say that you have to deal in this legislation with the broader issue, but at least the ties, the interfaces have to exist, so that other parts of training programs can permit the comprehensive approach, I think.

Mr. TAUKE. There are many other questions I would like to ask about the specifics of your program, but let me simply say, they

probably should come back next year, Mr. Chairman. Because if they can do this for the amount of money they are spending, we ought to bring them to Washington.

Mr. GREENE. Well, that is just all I could talk the Governor out of.

Mr. HAWKINS. Well, maybe his Presidential aspirations will allow him to unfreeze a little bit.

Mr. GREENE. Maybe after he is no longer running, if he is back home.

Mr. HAWKINS. Mr. Weiss?

Mr. WEISS. I was going to say that perhaps there are some people in this State who would take Mr. Tauke's statement as an endorsement.

Mr. GREENE. Don't be hasty.

Mr. WEISS. Mr. Livingston, was it the California work site education and training act program that you were referring to in your testimony when you talked about this interface of matching of CETA funds and State funds?

Mr. LIVINGSTON. Yes. Although we have gone beyond this one program, with respect to planning for the Employment Service, where we are planning also with the prime sponsors and local educational agencies, trying to identify the needs of applicants, jobseekers, the needs of employers in a particular community, and trying to maximize our resources, trying to reduce duplication, all in order to provide a more effective service to the unemployed.

Mr. WEISS. Right. And again, if I understood what you were saying, the State would pay for the training aspect of those programs and you would pick up part of the stipend or wages out of the CETA funding? Or all of the stipend out of the CETA funding?

Mr. LIVINGSTON. Yes. That is correct. To the extent that the prime sponsors can and will participate, they would then carry the stipends for the entry-level training.

Mr. WEISS. Although I think that it is very, very commendable, and to be encouraged, do you think that it might get a greater boost if you were to talk about a matching formula of some kind for that training aspect? Because I am not sure how far California, for example, given the situation that you cite with proposition 13, could carry the full burden of the training program. And certainly there are other States where, if you talk about expecting the State to pick up that aspect of it, you are in essence saying from the beginning that the program is not going to work.

Now, I know that we have had some of those same reactions, even to matching programs. But I wonder whether you have given any thought to having part of that become a matching program.

Mr. LIVINGSTON. Well, when I think about it, as far as national expansion is concerned, I was thinking more in terms of it as a national program where Federal funds would be made available across the country for this kind of an approach to bring in the local educational agencies, the private sector, to develop joint training programs.

I had not given thought to the willingness or the ability of a variety of States to put funds into a matching-type program. And I do know that proposition 13, while not passed everywhere, has certainly made legislatures in other States cautious about new kinds of expenditures.

Here, we believe this is a top priority. And despite the kinds of constraints proposition 13 has imposed, we feel that it is money well spent; whether that would be true in other States or not, I couldn't say.

Mr. WEISS. Are you then suggesting that if this is to become a national program that in fact there ought to be a national funding program for that training aspect of it?

Mr. LIVINGSTON. That was my suggestion, yes, sir.

Mr. WEISS. I see. OK. And you had referred, I think, in your testimony, that in the program so far you have had something like a 90-percent placement rate success, which is just phenomenal. And the question that I have is, how many people did that involve?

I know you said it was 24 programs or 24 worksite locations. But how many people were involved?

Mr. LIVINGSTON. OK. Not all 24 programs at this time are operational and have turned out people. The people that we were talking about who have come out of about two or three projects have involved assembler training in the electronics industry. I think one of those had three classes which totaled 72 people. One of them, there was a class of 41—excuse me a moment. I have a document here, if I can just lay my hands on it. Well, at this point, suffice it to say that the numbers that we are talking about are relatively small. We are talking about a couple hundred at the maximum at this point.

Mr. WEISS. Still, that is an impressive start.

Dr. Munger, I thought that perhaps you would want to respond to either of the questions that I asked.

Mr. MUNGER. Yes. I wanted to respond to your first question. The Senator had pointed out earlier that we tended to monitor this program and evaluate it and develop statistics. In the State of California, under 132, what we are thinking of placing is the welfare recipient, which costs the State varying amounts, depending on the classification that the welfare recipient is.

The AFDC group, as the Senator pointed out, the heads of families, the average cost to the State is about $4,000, you see. So what we are trying to demonstrate here is, with a small amount of money in training here, the saving to the State can far offset the expenditures.

And that is one of the points that I think is important to bring out.

Mr. WEISS. On the basis of your earlier programs, the programs that are in operation now, do you have reason to expect that in fact the program will be successful or can be expected to be successful in training some of the people who in fact are AFDC people at this point? Or is that still to be proved?

Mr. GREENE. I think in the main, Congressman, it is still to be proven. When you look at the WIN experience, is really embarrassing. WIN has really done nothing in this regard. I have been very critical of WIN.

I have been pretty hard on the State department and how it has monitored the counties in this regard. I think last year in the State of California there was a placement rate of only 15,000 under WIN.

The thing that gives me a great optimism in this regard is the fact interfacing immediately with the employer. You are the employer. You are going to employ five people. We can see that those people arrive at your worksite prepared at the level and as you design.

We can either do it at your worksite, at your place of business, either do it in the public school classroom, 10th, 11th, 12th grade, or we can do it at a community college site. Or we can do it in a community-based organization that would qualify.

You know, the thing that I think is innovative about this program is, we don't try to go through a lot of gyrations. We try to plug right directly into the employer with the recipient or the individual prepared and trained as the employer would desire.

And I hope that that will show us a better track record than WIN, specifically when you consider the additional incentive of the tax credit. I don't know what else we can put in there to have all the bases covered.

Mr. LIVINGSTON. Mr. Congressman, our department that bill is critical of does administer the WIN program. I am convinced that this program can serve welfare recipients. In fact, because of some of the criticism from Senator Greene, we, a couple of years ago, completely revamped our approach in the WIN program. Actually last summer was when we made the major changes.

And in large respect, in response to the Welfare Reform bill that Mr. Hawkins was carrying, to try to devise a good linkage between the payment side and the job side. And we have one of those demonstration projects here in this State in Long Beach.

In addition to that, we have set up in six or seven other areas in the State what we call a job search assistance approach to providing employment services to welfare recipients.

As a result of those changes, the kind of placement rates that we are now talking about, entered employment rates, is 42,000. And we expect to see that continue to increase.

One of the major changes that we have made again is to bring about some interface between the WIN program and the CETA program. In this State we receive something like $42 million for the WIN program to provide training, employment services for all welfare recipients. And yet there are the prime sponsors with $1 billion. So the decision we made was, let's concentrate in WIN our department with $42 million on employment services; job search workshops, counseling, job development attempts, as well as referral and placement, and look again then to the prime sponsors to provide more of the training services for welfare recipients; public service, work experience, institutional training, that type of thing.

And again we are finding, when we sit down with welfare department directors, prime sponsors and our own local offices a great responsiveness on the part of those people to that kind of an approach.

So, I feel that there is very little different about welfare recipients and other unemployed people, and that clearly any kind of training program can be equally effective with them.

Mr. GREENE. Congressman, let me give you another figure which I think will give you some understanding of my reason for some degree of optimism.

Of the 45,959 AFDC placements, as I stated, 15,433 resulted from a direct job referral in which the WIN staff had any contact whatsoever with the employer. However, some 30,526 obtained employment on their own and remained on the job for a period in excess of 6 months.

Mr. WEISS. Let me ask a variation of the question that Mr. Tauke asked on the frustration which I think all of us share on the expenditures for educational purposes and training purposes, that is the incapacity of our society to really educate and train people for a productive role or productive opportunities.

And let me focus my question only on the vocational training programs and ask why you think that program has failed to do the job. Because there I would think you would have less of the kinds of societal pressures and problems which the senator said was probably part of the reason of this broad failure.

Mr. GREENE. Well, Congressman, my observation has been that you have had many of your administrators and educators in vocational education involved in the traditional tug of war that has taken place in the educational community. You have far too many of the people who are involved in vocational education that are not really living in a technological society.

They are still living in a century bygone. They are in a tug of war with the rest of the education community. The rest of the educational community doesn't want them, doesn't want to own them. They only want to use the money.

You know, that is going on. And a sophisticated education product is not being presented. The vocational education community is not in step with the technological society.

I have had countless arguments with vocational education people, and trying to impress some of them that they should move into the world of computers. And I have had only marginal success, up to this point.

So I think the traditional tug of war, the traditional adversary positions which have existed between the academic and the education community, as opposed to really what I call the applied side of the education community, and the lack of the ability of the applied side of the educational community to keep in step with the technological society, I think that accounts for the failure.

Mr. LIVINGSTON. I might add to that. I think that vocational education unfortunately is associated with a stigma. And I think that it is fairly pervasive in society. And I think that educators feel it as well. And vocational education in all too many instances is a place you put your low income students or your minority students.

And the other educational aspect is the college-bound type curriculum. And often I think what we have is a holding area for students for so many years, versus education for education's sake. And education does not recognize that, all to often I think, that the role is to prepare people for an occupation.

We should be talking about career education or occupational education instead of education and vocational education. Everyone is going to school and needs to recognize that courses they take are leading them to develop certain skills or abilities to meet some sort of life's goal.

I think that in many instances people who end up in vocational education end up there not through any choice of their own but because the school system has finally said, "This is all that we know what to do for this student."

I think that a greater effort needs to be made, on agencies like ours, who have labor market information, and to provide that in a form so that students and parents can make real occupational choices instead of relying on a school counseling program, which is always the first thing to be cut anytime there is a budget problem, and that there is too little information in our society for people to really know what is involved in the various occupations, what skills are required, how you go about in getting those skills, what flexible approaches do exist.

So I think there are a lot of reasons why——

Mr. WEISS. What kind of mechanism if any exists in the State to coordinate between your department and the educational department?

Mr. LIVINGSTON. Right. Well, Senator Greene has pointed out that S.B. 132 is a major area to coordinate. At the State level, we formed 2 years ago what we called an interagency committee where we meet regularly with comparable officials from the State Department of Education and the chancellor's office, and then at the local level, as I indicated, we have begun this comprehensive planning level where our local office managers are talking with prime sponsors as well as with local educational agencies.

We, largely through the urging of Senator Greene, have sat down recently with officials from the State Department of Education to try to map out a comprehensive approach as to how we can better coordinate, meet the needs of students, teachers, counselors and so on, so that more intelligent choices can be made, so that curriculums can be developed consistent with the realities of the labor market.

Mr. WEISS. Thank you very much.

Thank you, Mr. Chairman.

Mr. HAWKINS. Again, I wish to thank the witnesses for a very interesting and thought-provoking presentation and to assure you of our full cooperation in developing linkages between the proposals we have under consideration at the present time at the Federal level and those that you have at the State level, and in particular S.B. 132.

You are to be commended on this initiative and certainly we would like to make sure that various proposals fit together. Thank you again very much.

Senator Greene, you of course are invited to continue to participate on this side of the table with the committee, if you so desire.

Mr. GREENE. Congressman, let me assure you that I am honored. However, I am still on vacation. We go back to work Monday. And I think Mrs. Greene and my two daughters—my wife's family is here from New Orleans. So I thank you, and I am honored for the invitation, but I want to loaf a little bit.

Mr. HAWKINS. You have our best wishes.

The next witnesses will be a panel consisting of Mr. Caesar Rucker, Westminster Neighborhood Association, Mr. David Lizarraga of the East Los Angeles Community Union. Mr. Rucker and Mr. Lizarraga, would you please be seated at the witness table.

May we then call on the witnesses in the manner in which they were introduced, first Mr. Rucker of the Westminster Neighborhood Association.

May I indicate that any prepared statements will be entered in the record in their entirety by unanimous consent. We would, therefore,

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like to have the witnesses focus in on the highlights of their testimony and allow time for questioning.

Thank you, Mr. Rucker.

[The prepared statement of Mr. Lizarraga and Mr. Rucker follow:]

PREPARED STATEMENT OF DAVID C. LIZARRAGA, PRESIDENT, THE EAST LOS ANGELES COMMUNITY UNION (TELACU), A COMMUNITY DEVELOPMENT CORP.

We at TELACU are also concerned about the growing unemployment among youth. It is our belief that upon entering the 1980's, targeted policies of the Federal Government will need to be developed for "high risk" youth populations in our country, we see a developing trend where unemployment is affecting the attitudes, motivation, and skills of our youth.

TELACU applauds H.R. 4465 and its author Congressman Hawkins for his efforts in introducing an initiative which combines immediate remedies with long term structural changes in the programs and institutions serving youth.

Major contributions of the proposed legislation which will have a direct impact on the increasing number of unemployment Hispanic youth include:

Expansion of Youth Incentive Entitlement Program which will provide part-time employment to economically disadvantaged youth residing in urban areas. This expansion estimates serving 300,000 eligible youth.

The approximately 200,000 additional opportunities for both in-school and out-of-school youth under the youth Employment and Training Program.

The authorization of a special fund to provide additional work and training opportunities to welfare parents under 22.

The Interagency Coordinating Committee and subsequent funds allocated to fund cooperative projects between federal agencies allows for the coordination of policies and programs orchestrated by federal agencies.

A youth employment component within the Employment Service is long awaited. These amendments to the Wagner-Peyser Act gives credence to the pressing problems of youth unemployment and gives direction to assisting and alleviating critical factors which contribute to the growing problem particularly among economically disadvantaged youth.

TELACU has a long history of dealing with the problems of unemployment in the East Los Angeles area. TELACU's successful approoch is one that can, and is used throughout the nation. TELACU, being a community based organization and a community development corporation is able to deliver services to a community where the target population of youths reside. TELACU has undertaken many projects dealing with disadvantaged youths, among them are:

TITLE IV B YOUTH COMMUNITY CONSERVATION AND IMPROVEMENT PROGRAM (YCCIP)

1. *Program Purpose:* a. To establish a program of community conservation and improvement projects; b. To provide youths experiencing severe difficulties in obtaining employment with well supervised work in projects that produce tangible benefits to the community and which; c. Who have not voluntarily quit last employment within six months prior to enrollment without good cause.

2. *Program Design:* a. Funds available to public and private not-for-profit agencies; b. 5% of total allocation must be set aside for training.

c. Projects: Project designs must describe a task or group of tasks which: (a) will be completed within eighteen (18) months; (b) has a public service objective; (c) will result in a specific.

TITLE IV B YOUTH EMPLOYMENT AND TRAINING PROGRAM (YETP)

1. *Program Purpose:* a. Develop programs which will have significant impact on structural unemployment of youth; b. Enhance the job prospects and career opportunities of young persons to secure unsubsidized employment.

The program places emphasis on designing an integrated mix of employment and training program components which will assist youth to move into the work force. It develops a high degree of coordination between employment and training operators at demonstrated effectiveness and business, labor, the public employment service, and public schools.

2. *Target Population:* a. Program services are directed to disadvantaged youth and young adults 16–21 years of age experiencing the most severe difficulties in obtaining employment. This includes youth who lack a high school diploma, who require substantial basic skill development, have dependents, are women, minorities, veterans, offenders or handicapped.

3. *Program Activities:* a. Work experience, classroom training, and on-the-job training are all appropriate training activities under this part.

Community Development Project (CDP)

The basic purpose of CDP is to provide educational and employment services for CETA eligible youth ranging from (16) sixteen to (21) twenty-one years of age. An integration of classroom, work experience, and on-the-job training activities will be comprised in to two (2) major components:

Primary employment phase will be a combined classroom/work experience training component and the secondary phase consists of a transitional activity into on-the-job training.

The length of participation for the classroom/work experience component will be a maximum of 1,000 hours on an "open entry, open exit" concept which allows the opportunity for transition into on-the-job training or direct placement prior to the maximum length of training. The length of participation for the on-the-job training component will be between eight (8) to twenty-six (26) weeks maximum.

Youth Services Strategies Demonstration Program (YSS)

The basic purpose of YSS is to determine the relative effectiveness of three approaches to preparing disadvantaged youth for employment:

1. Work Experience,
2. Classroom Training and,
3. Work Experience/Classroom Training combination (WE, CT, WE/CT).

Operation of contract requires: a. Plan agency activities, b. Liaison with City and the Los Angeles Unified School District (LAUSD), c. Systems/Program design development, d. MIS Reporting, e. Coordination of intake and training, activities with LAUSD, and, f. Job development strategy development.

TELACU's contact and understanding of youth problems have led to the formulation of two demonstration projects which are summarized below.

TELACU's Youth Development Corporation

This proposed project represents TELACU's attempt to utilize a CDC's solid managerial and financial techniques to establish a "business" corporation in East Los Angeles. The corporations initial investment strategy was to be the development of a "mini mall" complex housing a minimum of eight retail outlets operated and managed by youth 16 to 24 years of age. Examples of potential franchises included:

Fast food restaurants, audio visual entertainment centers, stereo equipment, tapes, records, albums, etc. Retail clothing (jeans, t-shirts, etc.). Automotive or customizing facilities (tires, mags, time ups, etc.). Bookstore-Waldens, Pickwick.

Cooperative Industries

This demonstration project focused on operating employment and training services through work experience in the private non-profit sector. The primary focus was on transitional employment utilizing a non-profit industrial setting along with a training module which would give CETA eligible persons with employment handicaps, skills and exposure to the demands of private industry. The goal realized through this project was the permanent, full time, unsubsidized job placement for participants which was obtained after a command of industrial skills and knowledge was obtained through this work setting.

TELACU realizes the problem confronting our nation in dealing with the problem of youth unemployment. It is one of the nation's most difficult domestic problems. Our recommendations concerning youth employment policy focuses on reaching those youths through every system possible, and include:

Greater emphasis given to experience based learning through quality, supervised, on-the-job training work study and cooperative education for high risk youth.

Utilizing community based organizations and Community Development Corporations as intermediaries between the public and private sectors for providing opportunities for youth.

Availability of vocational exploration programs to youths.

Alternative schools with teachers having a commitment to their communities.
The use of demonstration projects to develop effective strategies for dealing with the problem of youth unemployment.

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WESTMINSTER NEIGHBORHOOD ASSOCIATION, INC.,
Los Angeles, Calif., August 14, 1979.

Hon. AUGUSTUS F. HAWKINS,
Chairman, Committee on Education and Labor, Congress of the United States, Washington, D.C.

DEAR HONORABLE HAWKINS: Below is our statement regarding the Youth Employment Act of 1979.

I

Stabilization of existing program with a creditable track record, elimination of those programs that have not been flexible to make changes as dictated by needs and ever changing life-style.

II

Out-reach program with alternate forms providing for individual learning, academic and career options to develop youth to their fullest potential. A special supportive component for the handicapped and abused youth.

III

Private, industrial and governmental agencies must coordinate effort in a total all-out war on planning and overseeing the implementation of such program; thereby eliminating duplication, follow-through and saving of money. Results: more jobs, quicker employment and a greater understanding and appreciation of the resources for ALL.

IV

Less bureaucracy and more direct funding in a Community with 40% youth employment and an ever increasing population of non-English residents.

Sincerely,

E. GRACE PAYNE,
Executive Director.
CAESAR O. RUCKER, Sr.

STATEMENT OF CAESAR RUCKER, WESTMINSTER NEIGHBORHOOD ASSOCIATION, AND ROY ESCRACEGA, THE EAST LOS ANGELES COMMUNITY UNION, A COMMUNITY DEVELOPMENT CORP.

Mr. RUCKER. Thank you.

Honorable Augustus Hawkins and committee, as you see, my statement is brief, from the agency. I am representing the executive

executor, Mrs. E. Grace Payne, who is away. And our concerns are now as time for a change is on our side, as we see it, working with the youth—and when I say time is on our side, I am speaking of the youth that we are working with now.

This summer has been the most productive summer that we have had in some time. Two years ago, when we moved into a new building in the community, we spent more time repairing it and eliminating vandalism and destruction than we spent training. Since that time, there has been a turn-around. The youth have taken ahold or has stabilized, so to speak.

So we are now working under extremely short-funded circumstances to attempt to implement training that will be beneficial in the future.

So we are addressing ourselves to two things; the needs now, then we will go to jobs, jobs, and more jobs. The programs that we have now are of short duration. And most of them do not allow sufficient funding to bridge the gap between any type of training and taking the youth into the world of employment.

We have enough time to train the youth as to how to approach the job, what the job market is like now, but we do not have the time, the luxury nor the funds to bridge the gap between taking him into the world of employment. Why don't we have the time? Because we are consistently cut back in funding.

The bureaucracy or system in funding gives you 6 months' funding, maybe 1-year funding, reduced funding, uncertainty in funding. So by the time you finish a cycle, you have lost half of your trainers. You have lost half of your youth, because you have not been able to address yourself sufficiently to the need that is there.

The need that I am talking about is 60 percent of unemployed youth in the South Central area. Do all of them want to work? No. We have not had the opportunity to find out how many of those do want to work, because we do not have the funds nor the job opportunities to offer.

So we are addressing ourselves to changes that would give us direct funding or funding without so much bureaucracy breakdown, delays and uncertainty, so that we can do a job that is needed in the community.

The statement here speaks to four areas. The stabilization of the funds and the programs, the programs particularly that we have now, and the privilege or the time to be flexible and meet the changing needs. And the needs that change are daily. An outreach program that would deal with the handicapped and the abused youth.

For instance, you cannot train an abused youth until he has some counseling, until you have found out what his problems are. Most of the time he is a dropout from school, not because his academic achievement is so low but because other problems, home, society, or whatnot, have alienated him against trying to learn.

A youth who was on a program 2 weeks ago, Mike Jacobs' program, said, "I received the training here at Westminster, that I was to do this, that and the other in order to apply for the job. I did. But when I went there, there was no job." Although some people that were there with me were hired, they were of another ethnic background."

So right away we have got another problem to deal with. We have got to deal with the problem of saying, "You are not going to always be a winner." And, "Yes, there is still a job out there for you. Here

is what you have got to do." So there is where we go. That is what we are talking about when we say outreach into that area.

A handicapped youth, unless he is exposed to the right environment in training, is a loss from the start. Because unless you have the proper environment, also the proper conditions that are inducive for him, he has a complex. He can't concentrate on learning because he is kind of—he has an inferiority complex. So we want to deal with that. We are dealing with that.

We are making an effort to do the same thing that I have heard so much of this morning. Private industry and Government getting together to support programs. There should be enough resource to do these things. There is not enough down at the level where we actually need it, and that is south-central Los Angeles, the community of Watts proper.

With housing being built in the area, we see a problem that will multiply by maybe 40 to 50 percent within the next year. So the problem multiplies. Yet the programs to deal with these problems are continuously cut back.

So where do we go to help the population that knows nowhere to go but to Westminster, to NAPP, to WLCAC, or these agencies, for some type of assistance? If you do not have the funding, if you cannot deal with the project or the program on a comfortable basis, then something is lacking.

What has happened as a result of some of the youth—we have built through Westminster a financial base for them. A credit union that started with no members and no assets is now worth $300,000. They have the privilege of joining for 25 cents, until they reach the age of 18 and establishing some credit. What have they done with the credit? Most of them have bought cars. So you say, "Hey, that is a luxury they don't need." But if they are to get any kind of gainful employment in south-central Los Angeles, they have got to travel a conservative distance of from 10 to 20 miles per day.

So the car is a necessity. We have enough used cars financed in Watts United Credit Union to make any used car lot in the city look like a miniature.

And I might say that the rate of repayment is well enough for us to have been able to pay a 6-percent dividend. So it must be a necessity, it is not a luxury.

One of the other programs that we deal with, the youth there, is called the creative child program. These are children in the schools, in the educational system that I heard so much praise for this morning, that have behavioral problems. What do we do? We have social workers that go directly into the school, talk with the teachers. We furnish transportation. We pick this youth up after school, give them first of all something that they may not have had all day, some type of meal or nourishment. Then we give them 2 hours of training.

What has been the result? Some of these youth who came in in the ages of 8, 9, and 10, in elementary school have now come back and volunteered their services as teenagers. The last graduation class we had 2 months ago was MC'ed by one of the former youngsters who had a behavioral problem so great that the parent, the teacher and the social worker wanted to give up on him, but you couldn't. Now he is

gainfully employed in one of the industries that border the area of Watts on Alameda.

He is the shipping clerk, head of the shipping clerk department now.

What specifically do we want? We want the vehicle to provide jobs, jobs, and more jobs.

Thank you.

Mr. HAWKINS. Thank you, Mr. Rucker.

Before questioning you, Mr. Rucker, we will hear the next witness, Mr. David Lizarraga.

STATEMENT OF ROY ESCARCEGA, THE EAST LOS ANGELES COMMUNITY UNION, A COMMUNITY DEVELOPMENT CORPORATION

Mr. ESCARCEGA. I am Roy Escarcega. And I would like to introduce Rachel Hinkle, my associate.

Mr. HAWKINS. We welcome your associate also.

Mr. ESCARCEGA. I represent the East Los Angeles Community Union, TELACU, and we are an organization that operates predominantly in East Los Angeles.

The major thrust of our operation is federally funded with a great deal of private sector activity that we develop through a field that we call economic development. And that is the majority of our strategy.

I just want to go on record—my testimony will be short—that we totally support the bill, all of its aspects. I would like to dwell and make a few comments on one particular title of the bill, which is the aspect that outlines the community funding, interagency funding.

We find that in our experience that has been the most sucessful and the most flexible strategy that any Federal establishment can do, is when we—we are a working model for CSA, Labor, HUD, and Commerce, to implement programs. And at the Federal level, we receive large amounts of money to do this.

Locally, we have been able to work with the Community Development Department, the city of Los Angeles, for implementing housing and community development projects that are funded along with CETA money. The majority of our work is in the area of physical development. And just this morning we took out of the computer our figures. To date, for this operational year, we placed 3,000 people. The average wage is $4 to $4.25 an hour. The average skill code index is between 12 and 13, so it is 12.5. Fifty-seven percent are men, 38 percent of the youth under 24. Fifty-nine percent of those are men. And within the age group that we target, which is 18 to 22, 68 percent are men and 32 percent are women.

That is what we do. We are in strong support of Federal policy that would come out, national policy that would come out and foster the interagency funding and the creation of third party intermediaries that are not public, that are not private, but they are not-for-profit intermediaries, like CDC's and the community development corporations that are funded through CSA.

That is the extent of my comments. Gentlemen, I want to tell you also that I am a commissioner appointed by the President on the National Commission for Employment Policy. If I can be of assistance to you, your committee, at any time, don't hesitate to call on me.

We have a great deal of data, the commission does, on youth employment. We have finished hearings. We have come up with our recommendations. Our own hearings were national hearings. We are funded by title V and mandated by the act.

In addition to that, I had the honor and pleasure of being in New York at Arden House at the American Assembly put on by Columbia University for the purposes of developing a public policy for youth unemployment.

If you have any questions, I would be glad to answer them.

Mr. HAWKINS. Thank you. Do I understand that you are partly funded by HUD also?

Mr. ESCARCEGA. We are funded by HUD, yes.

Mr. HAWKINS. Do you participate in the community development block grants?

Mr. ESCARCEGA. Yes, we do.

Mr. HAWKINS. In connection with that, there have been some complaints raised as to the manner in which the money is being allocated, in an area where the city council in effect allocates the money. And as a result of that, some areas of great need—and I do know that East Los Angeles is an area of great need—are somewhat sacrificed in the sense that other areas of the city that may have greater pressure, or that the money is divided among councilmanic districts, rather than based on need. Would you care to comment on that?

Mr. ESCARCEGA. I think that is a political reality. When we deal with the city council, the structure that we have locally here—and I am sure it is not germane just to this city council—if there are 10 councilmen, we have a formula allocation of—to a city, divided by 10.

Mr. HAWKINS. You mean 15 or 10?

Mr. ESCARCEGA. Yes, 15 or 10, whatever—right. Right.

Mr. HAWKINS. And it is divided among 15 councilmen?

Mr. ESCARCEGA. Right. And the same formula, realistically—they will deny it—applies for the Los Angeles County supervisors. Every allocation we get is based upon a clear mathematical equation.

If it is not the—it is not need, it is not registered voters. It is not demography that relates—purports the need. And that is the reality. We just live with it. We just keep on articulating the need based upon what actually exists in a particular district.

Mr. HAWKINS. What would you think of the idea of a Federal requirement that programs of this nature, that are based primarily on the number of unemployed persons in a particular area, that the money be allocated on a factor that would emphasize need, rather than the possibility of political balances?

Mr. ESCARCEGA. Absolutely. We would support that, in addition to the factor to include the data that is being secured by the 1980 census and the consideration for need to include black and Hispanic population. That is important.

Mr. HAWKINS. We, of course, could get into the question of income. We could use census facts, as a basis of determining where the need really exists.

Mr. ESCARCEGA. We support—TELACU supports that.

Mr. HAWKINS. We would like to see that the money is allocated on that basis rather than on the possibility of someone being able to

obtain 8 out of 15 votes in order to get the money to put it where the political pressures may be.

Mr. ESCARCEGA. That is accurate. We are supportive of allocation based upon demography and based upon employment and need. Unemployment is clearly a good indicator.

Mr. HAWKINS. Mr. Rucker, in the statement that you made, you indicated that private industrial and governmental agencies must coordinate their effort in a total, all-out war. I think that type of statement is generally made. But who is going to do the coordinating, and who wants to be coordinated?

Mr. RUCKER. Well, it is not a choice. It has to be done. We would love to be the vehicle to start it. It has to be done. And I am sure that private industry and private businesses in other places are not coming to us. The first thing is, they are not centered in the area where the need is.

So some of them are not as aware of it as we are.

Mr. HAWKINS. Well, do you think that the local governments should do the coordinating, or do you think that the Federal Government should in some way become more involved in coordination? Or, in the case of employment, should the State Department of Human Resources or the employment service be the one to coordinate?

This is a practical problem that we run into. Nobody wants to be coordinated and there is a lack of coordination. I think it is clearly recognized by everyone.

Mr. RUCKER. Right. I, for one, from experience, would prefer it coordinated from a Federal level rather than a local level. Because it cuts out—as you said, this district, that district, the other district, and lets the needs be the dictator of the resources.

Mr. HAWKINS. Thank you. I have no further questions.

Mr. Tauke.

Mr. TAUKE. I want to commend both of you for the fine presentation and also for the programs that you have under way.

Let me just ask you one or two questions. You both indicated some success with job training and placement. Could you tell us what kinds of positions you are obtaining for those with whom you work and what the success ratio is in keeping them on the job?

Mr. ESCARCEGA. The majority of our work, the substantial majority, has been in manufacturing industry, and the kinds of jobs related to light industry. We have a tremendous amount of resources there that we feel are untapped in the private sector.

Our retention rate for the year, based upon our latest data right now is, we have about 73-percent retention rate. Now, that is not bad. But I have got to tell you exactly how we do that. We are an employment center, and not so much a training center but an employment center. So that even in a subsidized position, after a 30- and 60-day followup, if a young person is terminated for whatever reason, they come back, we put them back to work in another job.

So we are able to claim valid statistics that relate to high retention.

The amount of people that we don't have are people we lose. We really lose them in the main stream

Mr. TAUKE. Do you have a good working relationship with employers?

Mr. ESCARCEGA. We have approximately 260 employers that we write OJT contracts with. We have a history, since 1972—not all of

them but most of them go back that far, in addition to us being the owner and operator of a private, for-profit development corporation. It helps us. We are developing presently a 46-acre industrial park that is scheduled to house 2,000 jobs.

We would be very happy to get 20 percent of those jobs. Already, 1 tenant in our industrial park has written a contract for 60 people. And he deals exclusively through our office for all employment in his factory.

We have another building system going in that is going to be funded by EDA that is going to—we have 40 percent tenancy there with labor-intensive industries.

Our own factories are going into our third building, which will represent the employment of another 350 people. The idea is that we are also private sector. And our tenants want to deal with their landlords. So we have an influence with that.

Mr. TAUKE. Mr. Rucker?

Mr. RUCKER. Yes. We work directly with Job Corps on referrals. In fact, we coordinate all the youth that come to South Central, come through our department with their PAR's, which is their employment record.

And we coordinate that effort in terms of getting a job. And our component at the agency is known as job development and placement. It is funded through community service.

The other source is, having been there 14 years, we have 300-plus employers who will call for employees. The CETA program that we have there commits us to hire those people that complete their training, if a job is available, before we hire anyone outside.

The present credit union staff has four working regularly. Two of them are former CETA trainees who graduated into employment there. The staff at Westminister, I would say conservatively is composed of 60 percent of the people, youth and adults, who were trained in some program there, or either referred from other agencies. So we use the referral system to give as much employment as possible to the community people.

And we are prejudiced about people in the community in terms of employment. Because if we don't get employment in the community first, then we will end up defeating our purpose.

Mr. TAUKE. Thank you both.

Mr. HAWKINS. Mr. Weiss?

Mr. WEISS. Thank you, Mr. Chairman.

Mr. Escarcega, you had indicated your support of the interagency coordinating effort.

Mr. ESCARCEGA. That is right.

Mr. WEISS. Do you have any experience of barriers which currently exist to that kind of coordination? What kind of barriers do you——

Mr. ESCARCEGA. Subtle political barriers. They are ego barriers with—when we will have the director of an agency or even a secretary will be in favor of something like this and we will have turfizing. I am sure you are familiar with turfs in Washington in the variations of education, labor, and commerce. And within them we have middle management people that feel threatened because they didn't come up with the idea first. And it is a problem.

Mr. WEISS. Have you been able to establish statistics over the course of the past number of years on the division by district supervisors or council districts as to the allocation of community development block grant funds?

Mr. ESCARCEGA. In Los Angeles, it is relatively even. It is whatever—I don't know the exact figures, but the percentages are pretty much the same and would vary no more than 5 percent, as far as the allocation of the grants as they go to districts.

Mr. WEISS. Obviously not all of the districts are alike in——

Mr. ESCARCEGA. Precisely.

Mr. WEISS [continuing]. Composition of need or population, income and so on. Has there been any challenge over the course of the years to that kind of district allocation rather than the need allocation which I understand the legislation calls for?

Mr. ESCARCEGA. No, there really hasn't because of the political terrain in the environment as it exists on a county-wide basis, which prohibits that.

The sheer survival politics of the thing don't lend to that. We might need one supervisor's vote to get a particular aspect of our own grant of our district across. So we won't challenge that. We can't.

Mr. WEISS. That is right, you would not. But there would be organizations, I am sure, in Los Angeles City or County who are not directly involved in the grant aspect or running of these programs but who are generally concerned with the overall problems and needs of the community. And I would think that perhaps——

Mr. ESCARCEGA. The closest thing to that was the allocation of the general revenue sharing money 3 years ago where it was based upon need. And $25 million of the county's revenue sharing budget was targeted to areas of need. And that was by a coalition of groups put together to put pressure on the supervisors. But that is the last time that was done, to my knowledge.

Mr. WEISS. Thank you very much.

Thank you, Mr. Chairman.

Mr. HAWKINS. I wish to thank both of the witnesses, and also to commend both organizations. I am personally acquainted with both the East Los Angeles Community Union and the Westminster Neighborhood Association. In both instances, I think the organizations are doing a good job. I certainly want to thank you for what you are doing and to indicate the full support and cooperation of this committee.

Thank you.

The next witness is Ms. Janis Young, president of the YWCA of Los Angeles, who is accompanied by Kit Cartwright of the Women's Job Corps. Ms. Young and Ms. Cartwright, we welcome both of you to the hearing this morning. Certainly we commend the very excellent work that we know you are doing in this area and we look forward to your testimony.

[The prepared statement of Ms. Young follows:]

PREPARED STATEMENT OF JAN YOUNG, PRESIDENT, YMCA OF LOS ANGELES CAREER READINESS PROGRAM

The purpose of the Career Readiness Program is to teach junior high and high school boys and girls what to expect and how to prepare for their first years

after high school. The program materials include student workbooks, a "Wheel of Fortune', "chance" cards, two informational slide presentations and also a group leader's manual.

For five sessions, volunteer group leaders meet with groups of approximately ten students. During these sessions, a student will select a character from the workbook and plan his or her future for ten years, ages 17–28. The students, will analyze his/her character's strengths and weaknesses. Through a career interest inventory, the student will determine some reasonable career options for this character, and research job requirements.

One of the sessions will include filling out a job application and discussing proper interviewing techniques. By spinning the "Wheel of Fortune" the students will realize the complications involved in whether or not one gets his or her first job choice, or has to be satisfied with a minimum wage job. Armed with their new jobs, the students design monthly budgets, and consider whether they will have enough money left over to meet special and unexpected expenses. Next they spin the "Wheel" to find out if and what age their character marries. Two more spins determine something special that happens in their character's life and career by the age of 28. At the final session, the group leader reveals the true story of their characters—what really happened to Linda, Larry, et al. (These histories are based on real people.)

Throughout the five sessions, the group leader lifts up discussion about the realities of the job market, marriage and divorce statistics, solutions to problems and comparisons of lifestyles. Each session has definite tasks to be accomplished, however, the group leader may augment or adapt the program to meet the group's interests and abilities.

As the world's oldest and largest women's organization, the YWCA has worked to resolve some of the pressing problems of young women for 124 years. Job training has been an important part of our program. Teaching women skills that will enable them to support themselves and their children has been a major focus of our organization.

Both nationally and locally the YWCA has adopted one imperative—the elimination of racism wherever it exists and by any means necessary. Our program for action is directed towards the empowerment of women, of youth and of third world people. Both our imperative and our program for action require us to respond to the issue of unemployment and the related problems of inadequate education and emotional instability. The YWCA is committed to full employment of women, of youth and of third world people.

Numerous programs have been created by the YWCA in response to the youth employment crisis. Our Y.E.S. project is a summer employment agency for teenagers staffed by teenagers. Our Career Readiness Program has been conducted in schools, churches, and youth centers. It is directed at teaching young students the facts of life as they relate to career planning, education, the nuts and bolts of applying for jobs, and setting realistic life goals. Our on-campus day care center for teen mothers enables young women to complete high school, enhancing their employment opportunities. We have conducted job training for migrant farm workers with CETA funding. The principle of that program was to create year round skills instead of the seasonal limitations of farm work. Our Women's Career Development project is directed at women of all ages from teen women to displaced homemakers. Many of the principles applied in this non-residential program are similar to Job Corps—the major training project of the YWCA of Los Angeles.

The Job Corps in its nearly 15 years has done more to rebuild the lives of young people than any of our other employment training programs. With a history of success, the L.A. Job Corps has a total of 735 enrollees, thirty percent (30%) of whom are men.

The Job Corps provides training on a residential and non-residential basis for women and men. Four hundred students are currently participating in our residential program. A job corps member can receive training in a variety of areas—nursing, machine repair, off-set printing, auto mechanics, cosmetology, food services, health occupations, office work and welding. All of our programs are open to both men and women. The BRAC Union additionally provides training for clerical jobs in the transportation industry. Our center has a seventy-five percent (75%) success factor and a ninety percent (90%) confirmed placement factor.

In reviewing the summary of the Provisions of "Youth Employment Act of 1979" H.R. 4465, certain outstanding features we heartily endorse such as—"a

personalized employability development plan for each youth and an assessment of the appropriate services to be provided would be made for each youth upon entrance to the program" and the amendment of Job Corps program under Part B of Title IV authorizing additional funds to provide opportunities in non-residential institutional skill centers for youth residing in areas of high unemployment.

We heartily endorse the need for increased opportunities in centers providing similar services and training *as are provided by Job Corps.*

We endorse the reauthorization of the Private Sector Initiative Program under Title VII of CETA and the establishment of better linkages between this program and the youth programs under Title IV. We also endorse the bill's provisions for additional work and training opportunities to welfare parents under 22.

We heartily endorse the establishment of Interagency Coordinating Committee for youth employment and Programs of Cooperative Projects Between Federal Agencies and believe that such a committee could greatly increase the effectiveness of all programs directed at youth employment.

We believe that it is especially important to orient youth to labor market conditions and requirements. We feel that it is extremely effective to dissiminate information through the school system as well as the stimulation of interest and activities that relate to job orientation. therefore, we endorse he amendments to the Wagner-Peyser Act under Title V of H.R. 4465.

The salient issues in the area of youth employment from the YWCA perspective are adequate housing, child care, additional support services for males, and an overwhelming need for intensive counselling, psychiatric and health services. If the results for an HEW survey of 180,000 welfare recipients are accurate, a substantial number of people prefer job training to dependency on the welfare system.

One of our primary concerns is the need for the restructuring of the attitudes and the self-identity of the young people we are training. It is not enough to identify a vocation, we must first enable the individual we are training to be "reborn". Long histories of failure, parental problems and abuse, a poor education, economic deprivation, and poor health result in severe psychic damage and require extreme measures just to enable the young person to reach a level of stability where he or she may be effectively trained. You cannot solve the problems of chronic long term employment with simple vocational training anymore than you can cure a nervous breakdown with a new hairdo.

I can still remember the words of a young job corps student at an anniversary luncheon I attended four years ago. He was not articulate, not a future president or a young Einstein—simply a young man searching for some self-esteem. He said, "I used to be nothing—and now, I'm something". We cannot underrate the importance of being a contributing member of society to a person's sense of self worth, nor can we underestimate the time it takes to rebuild the human heart.

H.R. 4465 seems to be an attempt on some levels to address the "total" person. We urge an intensive concentration on the psychological problems of the job trainees. This concentration will require additional money, staff and time, but, we believe, will result in more effective job training programs with long term results.

Another area of major concern in housing, a substantial percentage of the job Corps trainees are totally homeless. Even non-resident trainees require assistance in finding low cost housing. Another area of need is programming for couples in residence. There is also a need for additional non-resident training for women.

The expansion of child care is critical. We are currently able to secure child care for non-resident trainees for a period of one year for one child. This creates problems for a trainee with several children. The one year limit additionally creates problems since many training programs are conducted over a longer period of time. The WIN program requires child care be obtained thru a facility rather than in the home. This presents problems when you consider the shortage of day care centers. There is a 60 day waiting period before money is provided for child care. As you can well imagine, that creates serious problems for the job corps trainee.

While it may seem strange coming from the president of a women's organization, there is critical need for additional support services for non-resident men. Most of the men do not have enough money, do not get enough welfare support,

and are forced to take part time jobs. This, of course, is an impediment to effective job training.

It is difficult to legislate the human spirit—perhaps impossible, but every attempt must be made to help these young people out of the abyss of poverty and joblessness. It is very much a part of what the YWCA stands for—improving the quality of human life. We are not simply in the business of providing program for job training. We are deeply committed to the belief that all people have integrity. We are committed to the belief that all people are worthy of respect and must be guaranteed justice under the law. It is our hope that the YWCA, the government and private industry will work together for the empowerment of God's wounded people.

CAREER READINESS PROGRAM YWCA OF LOS ANGELES

PREFACE

The YWCA of Los Angeles has always been people working together to create satisfying, healthy and exciting lives. One of the ways to insure that your life fulfills these expectations is to sit down and make some realistic plans.

When the YWCA began in 1855, it was concerned with helping women improve the quality of their lives. Large numbers of women and girls were coming to the cities in search of self-supporting work in the factories. But what they found was a shortage of housing, low wages, and miserable working conditions. The newly organized YWCA developed programs to help the young women find employment and decent housing. The women learned skills such as bookkeeping, typing, and sewing on a machine. Nowadays, even though working conditions have improved and job opportunities for women and men have greatly expanded, the YWCA still assists people to achieve lives of quality, dignity and freedom.

In your first ten years after high school, you will face many options that will require you to make decisions. The YWCA of Los Angeles wants you to experience what some of these decisions and their outcomes will be like. This is the purpose of the Career Readiness Program.

CAREER READINESS PROGRAM WORKBOOK

On the following pages you will read about some real people, as they were at the age of 17, about ten years ago. After reading their biographies, you will pick one person whose life you would like to plan from the age of 17 to the age of 28. You will do this by imagining what your person must have thought and felt about things. Or if you wish, use yourself as a character and plan your own future for this time period. During the program you will face some very important "real life" decisions similar to ones you will be making for yourself in the upcoming years. At the end of the program, you will learn what really happened to the person you selected. But to start, read over the following pages and pick the person whose life you would like to plan. Remember, you may use yourself as a character.

In the back of the book are worksheets on which to write your answers. Please do not write in this book.

KATHY

Kathy is very active in school events and has many friends. She is naturally athletic and excels in sports. She is a drummer in the school band and frequently goes out on dates. Her grades are about average.

Kathy's parents are divorced. Her mother is always telling her to date the "right kind" of boy, not someone of a different race, religion or ethnic background. Kathy's father talks a lot about her boyfriends, too. He is suspicions about them and really doesn't want her to go out at all. To stay on Kathy's good side, however, he buys her something special every time they get together. Kathy's mother is very critical of the father's behavior.

Kathy thinks a lot about dating, parties, and falling in love. She is a very energetic person, always making plans with her friends. She is assertive, friendly, and eager to learn what everyone is doing.

LINDA

Linda is a good student. She likes typing, math and history, and especially enjoys reading romantic historical novels. Linda is quiet and shy, but if people speak to her first, she opens up and responds warmly. In class she spends time gazing out the window, daydreaming.

Linda is an only child. She says she doesn't feel loved by her parents and considers her relationship with them just "fair." They are busy people and don't spend much time with her.

In her sophomore year, Linda met a boy in one of her classes. They began dating steadily and became very serious about each other. This boy means more to Linda than anyone she's ever known. They both have come to realize that they love each other very much.

Linda is a junior in high school; her boyfriend is a senior, about to graduate. Linda has just discovered that she is pregnant.

MARSHA

Marsha is very bright and thinks for herself. If she likes a project or class, she works hard and knows that she'll get good results. But if something is not important to her, if it's just for "show," she won't put her energy into it. For example, she did a project about the balance of nature. It came out so well that her teacher wanted her to enter it in the national science contest. Competition wasn't important, Marsha decided, and so chose not to participate.

But being with people is important to Marsha. A boy she's known since elementary school is her best friend. They confide in each other and share stories about their dating experiences. Marsha likes to draw, and her friends are proud to have her sketches. She also likes natural things—animals, plants, biology and studying the environment.

Marsha calls her relationship with her parents "pretty good." She gives them credit for teaching her that success is not measured by grades or money, but by personal satisfaction. They never make an issue of her grades, and she says they encourage her to make her own decisions.

BARBARA

Barbara has been going steady with Bruce for two years. They have many mutual friends and they usually go out together in a group. Barbara would like to marry Bruce as soon as she graduates. To be a wife and mother sounds wonderful to her. She's not interested in working or having a career.

Other than a place to see her friends, school generally bores Barbara. However, she does like her art and home economics classes. She is designing her own long white satin wedding dress, and in some of her classes (when the teachers think she's diligently working on an assignment) she is really making sketches of her dress.

Barbara never knew her father. "He just evaporated when I was about two," she says. Her mother, to whom Barbara is very close, says all he did was drink, gamble, and run around with other women. Although she has had to work hard making ends meet, Barbara's mother is glad that he's gone. An older brother and sister at home have jobs, and bring in a little extra money for the family. Barbara is anxious to start her own family with a husband who will support her.

CONNIE

Connie is eager to graduate. As soon as she does, she plans to get a job and be on her own. She is excited about this.

Connie has moved around a lot and doesn't have any close friends. She's cute, but when she talks, especially to a boy, she feels like her words come out all wrong and she gets embarrassed. Connie feels more comfortable doing things by herself. Her grades are average. She likes her classes in typing and business machines, but what she really enjoys is taking machines apart and fixing them. Ever since she was a small child, she has been able to take clocks and gadgets apart and put them back together.

Connie's parents are dead and she has had to live in different foster homes. Her previous foster parents used drugs. Once Connie took some drugs with them and had a terrible reaction. She passed out in the park, and her foster parents became frightened and left her there. The police eventually found her and took her to juvenile hall. After that experience, Connie vowed she would never try drugs again.

Connie is relatively happy with her present foster family. However, it is understood between them that Connie will move out when she graduates from high school.

VICKY

Vicky is a senior in high school. The classes she likes are sewing and merchandising. Her passion, though, is swimming at the beach, and whenever possible, she goes there. She would like to cut classes and go during school, but she knows her older sister would find out and tell on her.

Vicky is tall and thin. The other kids call her "the giraffe." She is self-conscious about her body, and hates being taller than most boys in her classes. She feels different than other girls—awkward, alone, and unattractive.

In her family, Vickey feels she has to compete with her older sister, who is petite, a much better student, and has lots of friends. Vicky has always heard from her parents and teachers, "Why can't you be more like your sister?" Vicky's parents both work and they have high expectations for their daughters. Vicky is waiting for the day when she will be on her own. She is very jealous of her sister's freedom.

MICHAEL

Michael enjoys school. Although he does not always push himself to get the high grades he knows he could, he is having a good time. He is very active in sports programs and school government. His classmates describe him as very well-liked and outgoing. He has been dating the same girl for the last two years. His talent is in art, and he will have taken all of the school's art classes by the time he graduates.

Michael is an only child. He describes his mother as "overprotective" and his father as "very understanding." He shares their expectation that he will go to college. Michael worries, however, whether he will be able to get through college. He doesn't know if he can handle all the academic work. He doesn't think of himself as a serious student.

Michael has a part-time job on the weekend selling newspapers. If he goes to college, he will have to earn the money himself.

BILL

Bill is a "wheeler-dealer," a good talker. He can get people to buy old junk at a garage sale or tickets to a school social event. He has lots of friends and dates a number of different girls.

Bill is very casual about his schoolwork. When he thinks he can get away with it, he skips classes. His teachers know that he is smart and try to motivate him, but it usually doesn't work.

Bill likes science, math, and the school debating team. He is also active in the school band, where he plays the drums. He likes sports, but not enough to try out for one of the school teams.

Bill lives with his mother, father and two sisters. They tease him a lot, especially about his girlfriends. His parents compare him to his two sisters who always liked school and did very well. Although his parents don't talk about it very often, they are disappointed with his poor grades.

LARRY

Larry is one of the top high school swimmers in the city. He placed first in freestyle at a recent regional meet. He has a quiet personality. His good looks and reputation as a champion swimmer make him very attractive to the girls at school. For two years he has had a steady girlfriend. She does most of his homework because he practices swimming every day and he is not really academically inclined. Larry enjoys working with his hands and has liked ceramics, wood and metal classes. Sometimes the coach helps Larry get out of school projects so he will have more time to practice swimming.

Larry comes from a large family. His father was injured and is permanently confined to a wheelchair. He is often in hospitals and has a drinking problem. Larry's mother supports the family and his oldest brother is his father-figure. As the star athlete of the family, Larry has been told all his life that one day he will go to the Olympics.

Swimming is his total concern right now. Although he doesn't talk about it, he wonders what he will do when he is older.

JIM

Jim has found wood shop his most worthwhile class at school. A friend of the family is a carpenter, and recently Jim has been able to work with him as his assistant during vacations. Working outside, earning money and building things is "kind of fun," Jim says.

But school is "bo-ring," and Jim's grades are barely passing. He likes to draw pictures as a hobby but has never taken art classes. He is on the track team and attends all the school athletic events.

Jim has only a few friends in school, and doesn't go out with girls very often. He feels uncomfortable around them.

Jim lives with his mother and they get along "okay," he says. His dad died two years ago when Jim was a sophomore.

ROBERT

Robert is extremely bright, but his method is to do things with the least amount of effort. Busy with girls and sports, Robert gives as little attention as possible to schoolwork. He gets high grades when a test is based on lecture material, but he rarely spends time on outside homework. He likes math and science, and is a good writer. At school his friends make up the "in" crowd.

Robert goes out for basketball and football. He is a good athlete, which is important to him. He has gotten a reputation, however, of being hot-headed. He has been thrown out of a game for arguing with the coach.

Robert is the oldest of five boys. His father works nights as an entertainer; his mother works part-time as a bookkeeper. All the children do pretty much as they please, and Robert says he has made his own decisions since he was ten years old.

Robert is very ambitious, takes risks, and dreams of becoming famous.

GETTING TO KNOW YOUR CHARACTER

Below are some questions to answer about the person whose life you selected to plan for this ten-year period. Use the biographies on the preceding pages to help you. These questions are asked so that you may get to know her or him better. They are very important points to consider when planning someone's life and making career decisions. If you don't know the answer, make up one that fits the person's biography. Remember, you may use yourself as a character. Write your answers on worksheet No. 1, located in the back of the book.

1. Which person's life did you select to plan?
2. Why did you select this person?
3. How would you describe this person?
4. What seems to be this person's main interests?
5. What are his/her best subjects?
6. What are this person's good points?
7. What do you think is his/her biggest problem(s)?

CAREER INTEREST INVENTORY

The next step is to itemize your character's interests and find out what he/she likes to do. Take the Career Interest Inventory and answer the questions as best you can *for your character*. There are no right or wrong answers. Use your imagination and take your time. It is best to put down the first answer that comes to mind. This kind of test helps people plan what careers they would find most interesting and fulfilling.

CHOOSING A CAREER

Now it is time to investigate and choose some possible careers that suit your character. Things to consider are: the person's biography, the answers on worksheet No. 1, and the results of the Career Interest Inventory. Pick three careers for your character, with a first, second, and third choice. Look up the jobs in the *Occupational Outlook Handbook* and find out about the jobs. On worksheets No. 2, 3 and 4, fill in the information under the headings for your character's three career choices.

51-301—79——13

Career No. 1
Education and Training.
Special Qualifications.
Ways to Enter the Field.
Chance of Advancement.
Earnings.
Supply and Demand.

Career No. 2
Education and Training.
Special Qualifications.
Ways to Enter the Field.
Chance of Advancement.
Earnings.
Supply and Demand.

Career No. 3
Education and Training.
Special Qualifications.
Ways to Enter the Field.
Chance of Advancement.
Earnings.
Supply and Demand.

GETTING A JOB

Now that you have selected the number one career choice for your character, assume that your character has just completed the necessary training or education that is required to get the job.

How old is your character at this time?

On the next page you will find a job application for your character. Fill out the job application in the back of the book. Make up the information you don't know, but use the facts you already have, wherever possible. A job application introduces a person to an employer. Employers will sometimes judge you by the way the application has been filled out, so be sure you do it neatly and correctly.

Where can you learn about job openings? Some of the best places are newspaper want ads, employment agencies, word-of-mouth or friends or acquaintances, and referrals from schools or counseling centers.

JOB INTERVIEW IN ACTION

You will now see a slide presentation about how to interview for a job. While you watch the presentation, think about the following questions:

Were the people on time to their interviews?

Were they prepared with the names and addresses of their past jobs?

Did they dress appropriately for the job?

Did they seem in a good mood? Were they enthusiastic and informed about the position?

What else did you notice that makes for a successful interview?

DID YOUR CHARACTER GET THE JOB?

Since people are not always hired for a job, even though they are qualified, you must spin the Wheel of Fortune to see if your character gets the job. Some factors that may determine whether you get a job are: education, grades in school, recommendations, experience, appearance, physical abilities, where you live, your career goals, and the people you are competing against for the job.

You have three spins on the Wheel of Fortune, one for each of your three job choices. Spin for your first choice, your second, and finally your third choice. If your person does not get any of the three jobs, he/she will have to take a job at minimum wage.

MONTHLY BUDGET

Everyone has to live within a certain monthly budget. After you complete this section, you will have some idea of the cost of living. Based on your character's salary, make up a budget on worksheet No. 5 in the back of the book.

The following items are typical monthly expenses for which you have to plan. Multiply your monthly gross income times the percent to calculate each item.

Character's job: _____

Gross monthly income: _____

	Monthly Gross Income			Expense
Income Tax	_____	×	13% =	_____
Social Security	_____	×	5% =	_____
Housing	_____	×	24% =	_____
Food	_____	×	23% =	_____
Transportation	_____	×	10% =	_____
Clothing	_____	×	7% =	_____
Medical	_____	×	6% =	_____
Personal Care	_____	×	2% =	_____
Other Purchases	_____	×	6% =	_____
Total Expenses				_____
Gross Income	_____			
Expenses	_____			
Surplus	_____			

You have prepared a monthly budget. How much money do you have left over at the end of each month after all of your expenses are paid? Can you afford an unexpected expense, or something special that is not in your budget? To find out, draw an Unexpected Expense Card.

What is your character's unexpected expense?

Does he/she have enough money to meet the expense?

If not, what can be done?

Draw a Special Expense Card.

What special expense does your character have?

Can he/she afford it?

If not, what can he/she do?

Put your answers on worksheet No. 6.

MARRIAGE

Between the ages of 17 and 28, it is probable that your person will get married. Spin the Wheel of Fortune to see if he/she marries between the ages of 17 and 21. If not, spin again for 21 to 24. If not, then try for ages 24 to 28. If the answer is still no, your character does not marry during the period of life you are planning. Fill in the answers to the following questions on worksheet No. 7.

At what age will your person marry?

17–21 ☐ 21–24 ☐ 24–28 ☐ Not at this time ☐

If your character is not married, go on to the next page. If your character is married, spin the Wheel to find out the educational level of your character's spouse.

Does your spouse work? If so, make up a job for your spouse, based on his/her education. Referring to the *Occupational Outlook Handbook*, what will your spouse's monthly salary be?

What will their gross joint income be?

Hers _____

His _____

Total _____

Based on income level of your character and his/her spouse, and their career plans, what kind of family planning would you advise for this couple?

Start family now? ☐

Wait a few years? ☐

Wait longer? ☐

If they decide to have children, will both the husband and the wife need to work to support the family?

AGE 28

You now have to complete the story of your character up to the age of 28.

Spin the Wheel of Fortune to find out something that will happen in your character's life. Write the answers on worksheet No. 8.

How will your character handle that situation?

Spin the Wheel to find out something that will happen to your character's job or career.

How will your character handle that situation?

SUMMARY

Congratulations. You have just completed a very difficult task, making some very important life and career decisions for someone or yourself. On worksheet No. 9, summarize what happened to your character from the ages of 17 to 28. Include education, career, marriage, and any other important events that may have occurred. Describe your personal feelings about your character or yourself.

Now your leader will tell you what really happened to your character. If you used yourself for the program, good luck, and remember what you have learned about some of the realities of life.

STATEMENTS OF JANIS YOUNG, PRESIDENT, YWCA, AND KIT CARTWRIGHT, WOMEN'S JOB CORPS

STATEMENT OF JANIS YOUNG, PRESIDENT, YWCA

Ms. YOUNG. Thank you very much on behalf of the YWCA for enabling us to share with you some of our concerns about job training programs.

As the world's oldest and largest women's organization, the YWCA has worked to resolve some of the pressing problems of young women for the last 124 years. Job training has been an important part of our program. Teaching women skills that will enable them to support themselves and their children has been a major focus of our organization.

Both nationally and locally, the YWCA has adopted one imperative: Elimination of racism wherever it exists and by any means necessary. Our program for action is directed toward the empowerment of women, of youth and of third world people. Both are imperative and our program for action requires us to respond to the issue of unemployment and the related problems of inadequate education and emotional instability.

The YWCA is committed to full employment of women, of youth and of third world people. Numerous programs have been created by the YWCA in response to the youth employment crisis. Our YES project is a summer employment agency for teenagers, staffed by teenagers. Our career readiness program has been conducted in schools, churches and youth centers. It is directed at teaching young students the facts of life as they relate to career planning, education, the nuts and bolts of applying for jobs, and setting realistic life goals.

Our oncampus day care center for teen mothers enables young women to complete high school, enhancing their employment opportunities. We have conducted job training for migrant farmworkers with CETA funding. The principle of that program was to create year-around skills instead of the seasonal limitations of farmwork.

Our women's career development project is directed at women of

all ages from teen women to displaced homemakers. Many of the principles applied in this nonresidential program are similar to Job Corps, the major job training project of the YWCA of Los Angeles.

Job corps, in its nearly 15 years, has done more to rebuild the lives of young people than any of our employment training programs. With a history of success, the Los Angeles Job Corps has a total of 735 enrollees, 30 percent of whom are men.

The Job Corps provides training on a residential and nonresidential basis for women and men. Currently 400 students are participating in our residential program. A job corps member can receive training in a variety of areas; nursing, machine repair, offset printing, auto mechanics, cosmetology, food services, health occupations, office work, and welding.

All of our programs are open both to men and women. The BRAC Union additionally provides training for clerical jobs in the transportation industry. Our center has a 75-percent success factor and a 90-percent confirmed placement factor.

In reviewing the summary of the provisions of the Youth Employment Act of 1979, H.R. 4465, certain outstanding features we heartily endorse, such as a personalized employability development plan for each youth and an assessment of the appropriate services to be provided would be made for each youth upon entrance to the program, and the amendment of the Job Corps program under part B, title IV, authorizing additional funds to provide opportunities in nonresidential institutional skills centers for youth residing in areas of high unemployment.

We heartily endorse the need for increased opportunities in centers providing similar services and training as are provided by Job Corps.

We endorse the reauthorization of the private sector initiative program under title VII of CETA and the establishment of better linkages between this program and the youth programs under title IV.

We also endorse the bill's provisions for additional work and training opportunities for welfare parents under 22. We heartily endorse the establishment of an interagency coordinating committee for youth employment and programs of cooperative projects between Federal agencies, and believe that such committees could greatly increase the effectiveness of all programs directed at youth employment.

We believe that it is especially important to orient youth to labor market conditions and requirements. We feel that it is extremely effective to disseminate information through the school system, as well as the stimulation of interest and activities that relate to job orientation. Therefore, we endorse the amendments to the Wagner-Peyser Act until title V of H.R. 4465.

The salient issues in the area of youth employment from the YWCA perspective are adequate housing, child care, additional support services for males, and an overwhelming need for intensive counseling, psychiatric, and health services.

If the results of an HEW survey of 180,000 welfare recipients are accurate, a substantial number of people prefer job training to dependency on the welfare system. One of our primary concerns is the need for the restructuring of the attitudes and the self-identity of the

young people we are training. It is not enough to identify vocations. We must first enable the individual we are training to be reborn.

Long histories of failure, parental problems and abuse, poor education, economic deprivation and poor health result in severe psychic damage and require extreme measures just to enable the young person to reach a level of stability where he or she may be effectively trained.

You cannot solve the problems of chronic, long-term unemployment with simple vocational training any more than you can cure a nervous breakdown with a new hairdo.

I can still remember the words of a young Job Corps student at an anniversary luncheon, that was held incidentally in this room, that I attended 4 years ago. He was not articulate, not a future President or young Einstein, simply a young man searching for some self-esteem. He said, "I used to be nothing and now I'm something."

We cannot underrate the importance of being a contributing member of society to a person's sense of self-worth, nor can we estimate the time it takes to rebuild the human heart. H.R. 4465 seems to be an attempt on some levels to address the total person. We urge an intensive concentration on the psychological problems of the job trainees. This concentration will require additional moneys, staff, and time. But we believe it will result in more effective job training programs with long-term results.

Another area of major concern is housing. A substantial percentage of the job corps trainees are totally homeless. Even nonresident trainees require assistance in finding low-cost housing.

Another area of need is programing for couples in residence. There is also a need for additional nonresident training for women. The expansion of child care is critical. We are currently able to secure child care for nonresident trainees for a period of 1 year for one child. This creates problems for a trainee with several children. The 1-year limit additionally creates problems, since many training programs are conducted over a longer period of time.

The WIN program requires child care be obtained through a facility rather than in the home. This presents problems when you consider the shortage of day care centers. There is a 60-day waiting period before money is provided for child care. As you can well imagine, this creates serious problems for the Job Corps trainees.

While it may seem strange coming from the president of a women's organization, there is a critical need for additional support services for nonresident men. Most of the men do not have enough money, do not get enough welfare support, and are forced to take part-time jobs. This of course is an impediment to effective job training.

It is difficult to legislate the human spirit, and perhaps impossible. But every attempt must be made to help these young people out of the abyss of poverty and joblessness. It is very much a part of what the YWCA stands for, improving the quality of human life. We are not simply in the business of providing programs for job training. We are deeply committed to the belief that all people have integrity. We are deeply committed to the belief that all people are worthy of respect and must be guaranteed justice under the law.

It is our hope that the YWCA, the government and private industry will work together for the empowerment of God's wounded people. Thank you.

Mr. HAWKINS. Thank you, Ms. Young.
Ms. Cartwright, would you care to supplement the statement?

STATEMENT OF KIT CARTWRIGHT, WOMEN'S JOB CORPS

Ms. CARTWRIGHT. We worked together on that statement, however, I think I want to make a few points, one of which is the Job Corps is no longer a separate women's program or men's program but has gone coed, that the nonresidential experience we have had for the past 10 years—our center was the first to have nonresidential students—has proven that a great deal of training and a great deal of change can take place for youngsters who are staying in their own homes, as well as for those who leave homes in the areas where they live.

I think the biggest and most important thing I feel about Job Corps training is that it is not training for just entry level but training for skills that will take students and young people beyond the first day's job. And that is an important part of this program, that it takes more than 3 months. It takes 1 year to 2 years, if people are to have jobs that will truly sustain them and give them a career.

Mr. HAWKINS. Thank you very much.

The statement is so explicit that it hardly suggests any questions. But let me ask for one clarification. You mentioned the nonresidential Job Corps center several times. This committee has had some opposition expressed to that idea. Full support for the residential centers, but some reluctance to support the nonresidential center. Would you care to comment on the value of the nonresidential center in this range of programs?

Ms. CARTWRIGHT. Well, Los Angeles is clearly one of the areas where there is high unemployment of youth. I think mention of the survey through HEW was one we made. We do our own recruitment at this center, of nonresident students. And we have an outreach to the community for young people wanting training. For a long time we thought we wouldn't get many training in Job Corps because of the difference in economic support that Job Corps has, as opposed to many of the CETA programs. But we found that the long-term training was vital to the nonresident youngsters who come, rather than short-term training. Because they can't learn enough in 3 to 4 months to really make them valuable on the job.

And so they have come in spite of the lack of economic support. The other factor on the nonresident, we did go through HEW, we did send out 180,000 notices about Job Corps training. And we had over 5,000 replies of young people wanting to come into Job Corps. So we have long waiting lists of nonresident students now for Job Corps, which we never had in the past.

We have also been making an outreach through the high schools for graduates and for dropouts of the high school program and we find that we are getting many students, particularly finishing high school unable to afford continuing education, but who can get skill training through the Job Corps. So, this has been an outreach that we are very aware of, and feel a need for more nonresident programs. They are only valid in big cities.

Mr. HAWKINS. I think a lot of the discussion centers around the ability to expand the centers. Just 1 year ago this committee was able

to get through an expansion of the Job Corps centers. However, one of the problems has been the matter of site selection. There has been trouble in many areas in getting the sites to expand the program, and take advantage of the funding that has been actually authorized.

It was for that reason that in this proposal some emphasis was placed on the nonresidential centers, because there you have greater possibility of expanding the program without having to deal with the problem of site selection.

Do you think it desirable to expand the nonresidential centers as a result of the experience that you have had with both the nonresidential as well as the residential centers?

Ms. CARTWRIGHT. Yes, I do. I think that we particularly learned that in this community, because ours was an experiment. And we did some surveys on the comparison of the resident and nonresident. What we did learn is that in a city of this kind, site selection is still a problem even for nonresident programs, because we had to locate within a half-hour's transportation of where young people lived, or we found they couldn't handle child care, handle all of the problems of getting to the training and stay a full day of training.

So for validity in future job programs, some of these problems need to be worked with and handled in a nonresident program. I think there is a lot of value in that to the students.

Mr. HAWKINS. Thank you.

Mr. Tauke?

Mr. TAUKE. The statement was very excellent, and I have no further questions.

Thank you very much, Mr. Chairman.

Mr. HAWKINS. Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman, I feel the same.

Ms. CARTWRIGHT. I think I want to make one comment.

Mr. HAWKINS. Certainly.

Ms. CARTWRIGHT. I understand at one time you were thinking of increasing the age level, or raising the age level, at least the top, to 24. And from the responses we have had, I think that would be a tremendous advantage, particularly in the nonresident program.

Mr. HAWKINS. Several years ago, we also were quite interested in equalizing the number of male and female enrollees in the Job Corps. I suppose we have moved in that direction, but we still haven't achieved parity.

It is certainly refreshing to have you, this morning, mention the involvement of men in the program. Speaking of that, for a long time we had to defend the program against the cry that it was an all-male program. But at least we have gotten to the day in which we have you, from the YWCA, speaking up for the involvement of men in the program.

Ms. CARTWRIGHT. I think the nonresident program serves many women better than the resident, and that the resident serves many men better than the women. So if we have the combined services, we will maybe equalize the program.

Mr. HAWKINS. Thank you again for your involvement.

The next witness is Mr. John Mack of the Los Angeles Urban League. Mr. Mack, we are certainly delighted to welcome you. We

know the work of the Urban League, both nationally and locally. We certainly know the great leadership that you have given in this area, not only ideologically support of programs but actually operation of programs. The prepared statement in its entirety will be entered in the record at this point. We certainly would appreciate your giving us the highlights from it.

[The prepared statement of Mr. Mack follows:]

PREPARED STATEMENT OF JOHN W. MACK, PRESIDENT, LOS ANGELES URBAN LEAGUE

Chairman Hawkins, Members of The House Subcommittee on Employment Opportunities, I am John W. Mack, President of the Los Angeles Urban League. I wish to express sincere appreciation on behalf of the Los Angeles Urban League to you for inviting me to testify before your committee concerning Youth Employment Legislation (H.R. 4465, introduced by our distinguished Congressman Augustus Hawkins, and H.R. 4534, introduced by Congressman Ted Wess).

The Los Angeles Urban League is in the vanguard of community based organizations serving youth—especially Black Youth each day. The League has served the Greater Los Angeles Black and minority communities since 1921. Last year, the Urban League aided over 47,000 Blacks and others through 12 job training, counseling, job placement, educational and advocacy programs and actvities. Close to 26,000 people actually came into the Urban League's eight (8) offices located throughout South Central Los Angeles, Pasadena, Monrovia and Pomona. 1,901 individuals were placed directly on jobs. Over 500 Youth were placed by various League programs.

The total combined annual salaries of the individuals—who were previously either completely out of work or were in very low paying jobs below their skill level—was over $12.9 million. Based upon a 20-percent tax base calculation—which is on the modest side—these 1,901 new workers paid over $2.5 million ($2,585,725.00) back in taxes. In addition to the fact that these new employees were helped to put food on the table for themselves and their families; they enhanced their self pride and dignity and became Taxpayers, rather than Taxeaters. Further, the taxes that they paid covered almost two thirds of the Los Angeles Urban League's total budget—which is derived by both private contributions and governmentally funded programs.

In spite of our efforts and those of others, Youth Unemployment remains a catastrophic local and national problem. And it is even worst among Black Youths.

In a July 31, 1979 editorial, the Los Angeles Times called Black Youth "boat people within their own country" and stated "they should be brought ashore". In the editorial, the Times quoted Alexander Allen, Vice President for Programs for the National Urban League and some Urban League statistics. Some of the tragic facts are as follows: The Bureau of Labor Statistics reported that over 36 percent of the non-white 16 to 19 year old youth were unemployed in 1978. According to the National Urban League, 90 percent of this group was Black.

According to the National Urban League Research Department's Hidden Unemployment index (which takes into account temporary, part-time and prospective workers who have given up hope and do not go to the Employment Service); 60 percent of the 16–19 year old Black Youth unemployed during 1978. In terms of numbers; these percentages translate into 381,000 minority youth, primarily Black seeking work; and an equal number out of work who have given up hope because they are totally frustrated and disillusioned.

In addition to wasted human lives and potential human resources for our community and nations; this condition sets the stage for permanent bitterness, violence and permanent alienation. It destroys their faith in the system and themselves while most of their lives are ahead of them.

It is for all of the aforementioned reasons that on behalf of the Los Angeles Urban League, I strongly endorse H.R. 4465 or Youth Employment Act of 1979. This legislation represents a major step in the right direction of providing a viable solution to this vexing problem. The one million jobs resulting from this legislation represent a welcome alternative. However, as you know, it is not a panacea. There are some specific concerns we feel regarding the legislation and I will address them very shortly.

Provisions for part-time and full-time employment for youth in school is encouraging and should provide school credit for work performed.

Class curriculums should reinforce the actual job requirements and training both in the classroom and on the job site should relate directly to industry's current demand.

Increased supportive services are indeed very necessary for youth in order to assure completion of training and subsequent job retention. Child Care, Legal Assistance and Housing assistance rank among our highest demonstrated needs for youth in South Central Los Angeles.

Reduction of income eligibility standards to 70 percent of the BLS lower income standard, and allowance of 20 percent funds to provide training for previously ineligible youth are components of the legislation which should be closely scrutinized. Although many youth who do not meet the basic CETA eligibility criteria do, in fact, suffer from many of the same barriers to employment that CETA eligible youth experience, we must be careful not to overlook the vast numbers of youth who are eligible for CETA services, yet do not receive them because of limited funds resulting in limited number of youth training and employment opportunities.

If monies are to be made available for Job Corps Urban Skill Centers, these funds should be restricted to program types directly linked to private industry. Such centers could implement programs similar to the STIP demonstration projects and programs as suggested under the Private Sector Initiative.

Combined funds can prove considerable more cost effective and can more visibly turn around Youth Unemployment.

Provisions of employment and training for parents on Welfare under 22 years of age is another significant effort on the part of government to attempt to attack the increasing problem of Youth Parenthood. Child Care, local education institutions and private industry should be co-ordinated to assure maximum benefit of such services.

Involvement of the Employment Service, we agree, is a valuable resources linkage. We have learned, locally, that co-ordinating local Employment Services with Schools and Youth Service Agencies reduces a duplication of services and reinforces the quality of services provided by the local agencies with the greatest experience in serving youth.

The issue of providing employment opportunities for Youth with provisions applicable to public service employment should be considered in association with the proposed provisions for demonstration grants to fund projects directly benefitting the community. Such opportunities for training and employment could also serve as pre-apprenticeship training opportunities for "shortage" apprenticeship occupations. This co-ordination with local unions would assure that training, on any community service project would relate to apprenticeship standards and would provide union apprenticeships for youth at the other end in addition to providing visible community services.

The Los Angeles Urban League currently operates a variety of employment and training programs supported with CETA funds by the City and the County of Los Angeles. Although we operate a highly successful youth employment and training program with Title IV funds each of our other projects provide services to unemployed youth under age 22.

Project	Total served	Number under 22	Number under 22 applied, not served
YETP	114	114	Over 900.
STIP	251	140	Over 300.
OJT	462	Over 181	Over 2,000.
City	301	Over 100	Over 1,500.
County	162	81	Over 500.
LEAP	86	22	Over 600.
Economic development and employment	Over 300	135	Over 900.

Similar statistics are reflected in other agencies serving disadvantaged youth in South Central Los Angeles. The number of applicants we are unable to serve, as a result of limited training slots and many youths' lack of skills needed to satisfy employer demands, emphasizes the need for increased youth employment and training funds in the Black community.

In summary, Los Angeles and America face no greater problem than that of Youth Unemployment in general and Black Youth Unemployment in particular. All of us adults frequently state that our Youth represent the future of this country. Thus far, the basic institutions of our society have destroyed the hopes and aspirations of many youth before their lives have hardly begun. The political and private institutions cannot expect youth to have hope or to become responsible citizens, if they are not provided the necessary tools of training and employment. The Black Unemployed Youth are America's boat people without boats and canoes. They are rapidly replacing the native American as the forgotten American. Hopefully, this legislation will be strengthened and passed; thereby offering opportunity, hope and a future of our youth. Thank you.

STATEMENT OF JOHN W. MACK, PRESIDENT, LOS ANGELES URBAN LEAGUE

Mr. MACK. Thank you very much, Congressman Hawkins. It is indeed a pleasure and privilege for me to have been invited by you and members of your committee to appear before you to discuss what I believe to be a very crucial issue. Perhaps no greater problem are we facing today here in Los Angeles or indeed throughout America.

I would just like to point out one thing regarding the prepared statement. The last two pages were inadvertently collated improperly. The last page should be the second to last page.

As you have indicated, Congressman Hawkins, the Urban League here in Los Angeles and around the country has historically addressed itself to the problems of youth and adults, and particularly in the black community.

I would like to first of all indicate that it is my pleasure on behalf of the Urban League to express support for the legislation proposed by you, H.R. 4465, in attempt to address a problem that is clearly catastrophic.

The Urban League in this community last year placed over 500 young people directly into jobs through various programs we operated, including CETA-funded projects. However, I would like to suggest that that really represents a drop in the bucket when one compares the needs that face our young people. I am sure that when you tabulate the total combined services that are provided, both in a counseling and training sense as well as a placement sense, you will find that we all collectively come up far short. Because I think the priorities really have been improperly addressed as it relates to this question, this issue.

July 31 of this year, an editorial in the Los Angeles Times, black youth were called, and I am quoting, "boat people within their own country," and stated they should be brought ashore. In that same editorial, the Times quoted Alexander Allen, vice president for programs of the National Urban League, and some Urban League statistics, just to underscore and validate the problem.

And I will just take a few moments to cite some of those statistics. The Bureau of Labor Statistics reported that over 36 percent of the nonwhite 16- to 19-year-old youth were unemployed in 1978. According to the National Urban League, 90 percent of this group was black. According to the National Urban League Research Department's hidden unemployment index—and the hidden unemployment index is that index which takes into account those who are temporary or

part-time workers as well as people who have become discouraged and have just given up hope and don't bother to go to the Employment Service offices any more—60 percent, applying this hidden unemployment index, 60 percent of the 16- to 19-year-old black youth were unemployed during 1978.

In terms of numbers, these percentages translate into 381,000 minority youth, primarily black, seeking work. An equal number were out of work who have just given up hope, because they are totally frustrated and disillusioned.

In addition to wasted human lives and potential human resources for our community and Nation, this condition sets the stage for permanent bitterness, violence, and permanent alienation. It destroys their faith in the system and in themselves, while most of their lives are ahead of them.

It is for all of the aforementioned reasons that on behalf of the Los Angeles Urban League, I strongly endorse H.R. 4465, or the Youth Employment Act of 1979. This legislation represents a major step in the right direction of providing a viable solution to this vexing problem.

The 1 million jobs resulting from this legislation represent a welcome alternative. However, as you know, it is not a panacea. There are some specific concerns we feel regarding the legislation. I will address them very briefly.

Provisions for part-time and full-time employment for youth in school is encouraging and should provide school credit for work performed. Class curriculums should reinforce the actual job requirements and training, both in the classroom and on the jobsite, and should relate directly to industry's current demand. Increased supportive services are indeed very necessary for youth in order to assure completion of training and subsequent job retention. Child care, legal assistance, and housing assistance rank among our highest demonstrated needs for youth in south-central Los Angeles.

Reduction of income eligibility standards to 70 percent of the BLS lower income standard, and allowance of 20 percent funds to provide training for previously ineligible youth, are components of the legislation which should be carefully scrutinized. Although many youth who do not meet the basic CETA eligibility criteria do in fact suffer from many of the same barriers to employment that CETA-eligible youth experience, we must be careful not to overlook the vast numbers of youth who are eligible for CETA services yet do not receive them because of limited funds, resulting in limited numbers of youth training and employment opportunities.

If moneys are to be made available for Job Corps urban skill centers, these funds should be restricted to program types directly linked to private industry. Such centers should implement programs similar to the skills training improvement project, commonly known as STIP, demonstration projects, and programs suggested in the private sector initiative.

I want to emphasize here that we believe it is vitally important that in this Job Corps component, or for that matter any component, that young people be trained, provided with skills that are going to be meaningful, and that are going to be marketable in the world of work.

Otherwise there is no point in having them just be trained for the sake of it and continue frustration along the line.

Combined funds can prove econsiderably more cost effective and can more visibly turn around youth unemployment. Provisions of employment and training for parents on welfare under 22 years of age is another significant effort on the part of Government to attempt to attack the increasing problem of youth parenthood. Child care, local education institutions, and private industry should be coordinated to assure maximum benefit of such services.

Involvement of the Employment Service, we agree, is a valuable resource linkage. We have learned locally that coordinating local employment services with schools and youth service agencies reduces a duplication of service and reinforces the quality of services provided by the local agencies with the greatest experience in serving youth.

The issue of providing employment opportunities for youth with provisions applicable to public service employment should be considered in association with the proposed provisions for demonstration grants to fund projects directly benefiting the community. Such opportunities for training and employment could also serve as apprenticeship training opportunities for short apprenticeship occupations.

This coordination with local unions would assure that training on any community service project would relate to the apprenticeship standards and would provide union apprenticeships for youth at the other end, in addition to providing visible employment services.

The chart, I will just simply suggest, documents the fact that in spite of the fact that on the one hand, looking at the left column, in terms of our commitment to serve certain numbers of people we have satisfied that commitment, certain numbers of people who were under the age of 22, but the revealing and pertinent concern here is that in the third column you will see that in spite of satisfying our contractual commitments and our quotas and what-have-you, that we still have many many more, literally thousands more, young people coming for services but who were unable to be served.

In summary, Los Angeles and America face no greater problem than that of youth unemployment in general, and black youth unemployment in particular. All of us adults frequently state that our youth represent the future of this country. Thus far, the basic institutions of our society have destroyed the hopes and aspirations of many youth before their lives have hardly begun.

The political and private institutions cannot expect youth to have hope or to become responsible citizens if they are not provided the necessary tools of training and employment. Black unemployed youth are America's boat people, without boats and canoes. They are rapidly replacing the native American as the forgotten American. Hopefully this legislation will be strengthened and passed, thereby offering opportunity, hope, and a future for our youth. Thank you.

Mr. HAWKINS. Thank you, Mr. Mack, for a very excellent statement, which certainly reflects the very high quality that has established the Urban League as one of the great organizations in our country.

Let me yield at this time to Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman. I have no questions. I thought it was an excellent statement.

Mr. HAWKINS. Mr. Tauke.

Mr. TAUKE. Thank you, Mr. Chairman.

Mr. Mack, do I understand that basically you think the programs we have now are working OK, but we need to supplement them with additional programs, and primarily it is a matter of resources? Focusing our resources onto this problem, rather than not knowing what to do with the resources that are already available?

Mr. MACK. Well, Mr. Tauke, I think that for the most part the programs are working OK insofar as they go. What we have frequently, and it has been a traditional problem, is that all too often those programs, whether it be employment and training or what-have-you, that may be on target frequently are underfunded. There are some occasional instances where programs are not properly operated, as we all know. But I would submit that frequently that is blown way out of proportion. So we do need to expand upon the resources.

I think, though, that in a larger sense, we need to broaden the partnership between the private and public sector. One thing I really didn't address in the statement that I feel very strongly about, that is that even with this legislation, assuming that it is enacted, I think that there is a major responsibility still facing the private sector, corporations, to themselves assume responsibilities far beyond this.

For example, our national office has called for private corporations to set aside at least 1 percent of the jobs they have available. If they would do that, literally we are talking about providing several hundred jobs to young people if they were to be set aside.

So I am saying, generally speaking, the programs are operating better than they are given credit for, but we don't have enough of them. And there is always room for more imagination and new ideas.

Mr. TAUKE. Thank you very much.

Mr. HAWKINS. Mr. Mack, the Los Angeles Urban League operates a number of programs and has a very successful record. Many of these programs arose as demonstration programs. Some of them I think might be considered pilot programs. Would you, from the experience that you have gained as an operator of these programs, say that at the present time the demonstration stage is practically over, that we know enough about the programs to expand them to provide an additional 1 million jobs?

Obviously, there is a lot more yet to be learned. One of the criticisms of any proposal of this nature is that it is too ambitious and that we need to wait longer for demonstration, despite the critical nature of the problems that we are now concerned with and the crisis that we now face.

Would you say that we know at least enough about a certain number of these programs at the present time to allow an expansion on a cost-effective basis?

Mr. MACK. Yes, very definitely, Congressman Hawkins. There is no question in my mind. We have enough ideas, enough—we have had enough experience that, yes, I don't think that this program is overly ambitious. And I think that it should be enacted as it is, full steam ahead. There is no question. We know enough. We can experiment, I think, forever.

I would suggest that there is always room for additional knowledge, as we all know, but I would submit that some of those who may be

offering that as an argument may well be offering an excuse to do nothing. And we don't need that. The hour is too late.

Mr. HAWKINS. Thank you again, Mr. Mack, for a very excellent statement presented to the committee.

Mr. MACK. Thank you very much for inviting me.

Mr. HAWKINS. The committee has a schedule of meetings for the rest of the day. It is usual for the committee members to schedule other things in connection with the hearings. There are several individuals, however, who have indicated that they wish to testify. To the extent that we can possibly accommodate those witnesses and still conclude this part of the hearing by 1 o'clock, we will attempt to accommodate as many as possible. I hope that the witnesses will be as brief as possible so that we can listen to as many of the unscheduled witnesses as we possibly can and yet make the rest of our schedule.

Among those witnesses, the first who submitted a request is the Rev. Al Dortch, who is chairman of the Coalition for Economic Survival. We would appreciate his coming to the witness table at this time. Reverend Dortch, we certainly want to welcome you as a witness before the committee. We see that you have two young people with you. Would you please identiy them for the record.

STATEMENT OF REV. AL DORTCH, CHAIRMAN, COALITION FOR ECONOMIC SURVIVAL, ACCOMPANIED BY DENISE KIMBLE AND KEN BRASS

Reverend DORTCH. Thank you. They will both have brief statements?

Why don't you introduce yourselves?

Ms. KIMBLE. My name is Denise Kimble. I am 17 years old.

Mr. HAWKINS. All right. Would you proceed?

Ms. KIMBLE. Yes. I would like to talk about jobs for youth. I was saying, like, when we get up and we graduate from high school, you know, there should be jobs for us, you know. Because our parents are not going to support us, you know. At age 18, 19, you are considered a grown adult. And I would like to support myself and not my parents supporting me. That is how I feel about it.

They should pass this for the jobs, and we should have jobs when we get out of high school.

Mr. HAWKINS. Have you had any work experience, Ms. Kimble?

Ms. KIMBLE. Yes. I was a secretary at a university.

Mr. HAWKINS. At the present time?

Ms. KIMBLE. Yes. So I was just saying, you know, other people don't have jobs. And they want jobs, too.

Mr. HAWKINS. What has been your experience? Are there jobs available for young people, or is there a scarcity of jobs?

Ms. KIMBLE. There are some jobs, not that many. It is like the CETA program, like. I was at the CETA program. That is how I got my job, through there.

Mr. HAWKINS. Do you consider a job is essential for you to complete your education?

Ms. KIMBLE. Yes.

Mr. HAWKINS. Are you going to college?

Ms. KIMBLE. Yes.

Mr. HAWKINS. Is that determined on whether or not you obtain a job?

Ms. KIMBLE. Yes, I think it does.

Mr. HAWKINS. All right.

Would you introduce the other student, Reverend Dortch?

Mr. BRASS. Yes. My name is Ken Brass and I am 15. And I think that the young people should have jobs, you know, when they come out of high school, because like—well, I have it down here. OK. Young people should have a right to work no matter what income. It is the poor people—true, poor people need it, too, but you know, other people need it. It is not always the poor people.

If you are willing to work, I feel that you should be able to work.

Mr. HAWKINS. You feel that young people should have a job, regardless of the income of the family?

Mr. BRASS. Right, regardless of the income.

Mr. HAWKINS. Does that complete your statement?

Mr. BRASS. And we need full employment for youth.

Mr. HAWKINS. All right.

Reverend Dortch, would you give us your comments?

Reverend DORTCH. Yes. Thank you very much, Congressman Hawkins.

I am very happy today that we can be here. The Coalition for Economic Survival has seven chapters in this general southern California community, representing some 7,000 low- and moderate-income residents.

We support the Youth Employment Act of 1979. We feel it is absolutely necessary and absolutely essential to offset spiraling unemployment and inflation. H.R. 4465 as revealed in your summary addresses several areas of employment generation for youth: The youth incentive entitlement program, youth employment and training program, and the job corps, expansion of CETA, private sector incentive, the WIN program, apprenticeship program.

We believe these are excellent ways to achieve jobs for youth. This varied attack is both creative and relevant. And we especially like the apprenticeship aspect of the program. We think that an apprenticeship aspect with definite guidelines, goals, affirmative action for youth in the apprenticeship area, and affirmative action enforced for racial minorities in general, we think, will make this bill and will make youth jobs a reality.

One of our major concerns with the legislation, Congressman, is that when you consider the fact that we have a continuous rise in inflation, it is—I don't have to tell you the debilitating effect that inflation is having today on the American economy.

When you consider the current recession that exists now and seems to—may exist for some time, when you consider the so-called secret Government report that came out 2 weeks ago that unemployment will be 8.2 percent next year, and when you consider the passage of proposition 13 in the State of California in which over 180,000 jobs have already been lost, and the full impact of proposition 13 has not been felt in the State of California, and when you put all of those things together, including Government spending limits and all of these other pieces of legislation that are floating around today, we believe that

the close to a million jobs that you are outlining here needs to be expanded.

We need a much more far-reaching, a much more general kind of massive program for full employment to offset the impact of inflation. We think that the million jobs that you may create from this program today will not mean an appreciable difference in the unemployment picture by 1984 or 1983 if the current state of the economy continues as it is.

A million more people will be unemployed by 1983. And we believe that we need full employment not as a goal or a policy but as a specific program with guidelines and dates. And so we would suggest to you that instead of H.R. 4465 expanding the creation of these jobs over a 3-year period, we would suggest that H.R. 4465 become a bill for full employment for youth and minority youth in the first place and youth in general.

As you know, our organization, the Coalition for Economic Survival collected some 50,000 signatures which were presented to you in support of your full employment—the Humphrey-Hawkins bill, which generally was a policy statement, and not a specific firm commitment.

We believe that a commitment to full employment as a program with defined goals and timetables, developed on the order that has been put forth in this particular bill and summary we have today, will mean that youth will have a real future. One other thing that we think ought to be added to it should mandate a national advisory network of civil rights organizations, labor organizations, consumer organizations and other groups, community organizations such as the neighborhood adult participation project, which you are going to be hearing from today, and others, to be monitors of this program.

As it stands, you have an interagency group of Federal agencies monitoring the program, whereby the President appoints the executive director of the program. And we are very concerned, Congressman Hawkins, that partisan politics may interplay into the implementation of this program.

I just want to bring your attention briefly to an article that was in the Los Angeles Times last week in which 100 Job Corps workers in Baltimore, Md., were ordered to greet President Carter. "More than 100 summer Jobs Corps workers enthusiastically greeted President Carter in Baltimore and did so under threat of suspension. The Job Corps members, all wearing official T-shirts, were holding up the biggest 'Welcome President Carter' sign in the whole tour. They were told that they would be suspended if they did not show up for work," said Chris Hartman, a spokesman for the mayor. In translation, however, he told the employees that cheering for the President was a must and that refusal to do so would mean an automatic suspension."

We believe that politics ought not to interfere into this program. And we think a nonpartisan body of civil rights and other groups should monitor.

Finally, President Carter talks about a crisis of confidence. We believe full employment for youth will give 16-year-old youth today the confidence that when he or she is 21 years of age, tomorrow, in a few years, a meaningful job with a future will be available.

The President calls for a rebirth of the American spirit. Somewhere I read that the American spirit is rooted and grounded in the work

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ethic, in a Calvinistic doctrine of rugged individualism and moral excellence, backed up by a government of the people, for the people, and by the people. The people, particularly the youth, are not afraid of work. It is hard work and low pay that they reject. How can we have a strong family in our society with cutbacks in food stamps, job cutbacks, housing cutbacks, aid to cities cutbacks, high military budgets, oil profits soaring and gasoline prices soaring?

America needs to rescue its youth from the island of unemployment, from the—in reality, the boat people type of syndrome that can exist here in our own country.

So we would like to see a provision in the bill that protects youth from the muck and mire of political maneuvering by partisan politics. And youth who are involved in these programs should not be misused and abused by the political establishment.

And we call upon you today, that we are willing to work with you in whatever way is possible to not only make this particular bill a success but to insure that full employment can become a reality for our Nation's youth and adults.

Mr. HAWKINS. Thank you, Reverend Dortch. We certainly feel that you have touched on the very sensitive part of activity that is needed. You certainly have, I think, emphasized that the passage of a bill or a law is meaningless unless it is implemented. And certainly it is activities such as yours that will certainly get that implementation done. If anything else is going to do it, it certainly is going to be through such activity as you have indicated that you have sponsored.

Let me ask you this, because I think the point was raised by several of the witnesses. In many of these programs, and again this proposal, the program attempts to target the money to the specific needs of individuals. There is also the issue of slippage. The point is often raised that there is a great slippage between the programs that emanate from Washington and the benefits are enjoyed at the local community level.

I know of your interest in various programs including those sponsored by HUD, the economic development block grant programs, and the division of that money on a purely political basis rather than on the basis of need, as was intended.

The point was raised, I think, by one of the previous witnesses as to whether or not anything is being done at the local level by groups to oppose this idea and to try to direct the money into the areas of greatest need rather than have it divided on a strictly political basis, and therefore involve Federal money in a great amount of waste and duplication, or misdirection of the money.

Would you care to comment on that?

Reverend DORTCH. Yes, briefly. The community development block grant program, I think, has something like $53 million application approved by HUD, programs set up to supposedly help the poor, to help low income residents. We have found through various coalitions of groups concerned about the HUD moneys that most of that money is basically going for acquisition of properties, properties which are not being converted into low income housing, nor is it being converted into jobs whereby youth can participate.

We are putting forth a plan that the community block grant portion at the local level, HUD funds being utilized, should have an

effective low income housing development program that employs youth in the specific council districts where they are the most unemployed. If it is the eighth councilman district or the ninth councilman district—and those funds are being used in there to build housing.

We want a guaranteed affirmative action program for youth, that a percentage of youth who are unemployed in that council district shall have work on those development projects of low-income housing.

We have met with Mayor Bradley on this. We have discussed it on a number of occasions with various people in the city government and with the community redevelopment agency. So while on the one hand we shout about the fact that moneys are not being allocated, on the other hand we have an objective program that we think can work.

And I think the apprenticeship part of the program that you have here speaks to that and will enable us to have more ammunition to go in to say to the council people and the other folks that this is the direction to go, particularly when you are getting Federal funds under the auspices of HUD.

And we are right now involved in a case in the Pico Union community where some 26 families are being removed, 11 small businesses are being displaced, without providing housing up front adequately, and in violation of certain HUD regulations whereby certain amounts of housing were promised to be built, and it has not been built, let alone the mention of youth jobs becoming a part of it.

So I think that youth jobs, and through the using of this kind of legislation and stronger legislation will enable groups such as ours and other groups to go into the local bodies, the State bodies—I heard Senator Greene this morning—and to advocate the kind of youth affirmative action in every aspect of our Federal and local programs, particularly the construction of housing.

And as you know, in the city we have less than 2 percent vacancy rate in the city of Los Angeles now. That is why we have to have rent control. Because when no housing is built, rents go up. So we need housing. We have a severe housing crisis in the city of Los Angeles. And this program would help jobs. And we would like your support of that type of program.

Mr. HAWKINS. Thank you, Reverend Dortch.

Mr. Tauke.

Mr. TAUKE. I have no questions.

Mr. HAWKINS. Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman.

I am not sure, Reverend Dortch, that you know that about 6 weeks ago I introduced a bill which does very much, carries out very much the intent that you indicated in your statement. And I would be pleased to give you a copy of it. In fact, it is designated: "A bill to establish a program for full employment, vocational training and employment placement for all young Americans willing and able to work." Do you have a copy of that?

Reverend DORTCH. I would like to receive a copy of that.

Mr. WEISS. As well as a summary of the bill.

Reverend DORTCH. Thank you very much.

Mr. HAWKINS. When you have had a chance to analyze the particular proposal, Reverend Dortch, we would appreciate your comments being submitted to the committee.

Reverend DORTCH. Thank you, Congressman, for allowing us to testify, and I will submit my statement and summary of an analysis of this.

Mr. HAWKINS. Thank you very much, and our commendation on the work that you are performing.

Reverend DORTCH. Thank you, sir.

Mr. HAWKINS. We have several witnesses who will appear together as a panel: Robert Francis, chairperson, Coalition of Concerned Citizens; Norvell Lee, chairperson, Young Black Creators of America; and Jean Griffiths.

STATEMENTS OF ROBERT FRANCIS, CHAIRPERSON, COALITION OF CONCERNED CITIZENS; NORVELL LEE, CHAIRPERSON, YOUNG BLACK CREATORS OF AMERICA; AND JEAN GRIFFITHS, A PANEL

STATEMENT OF ROBERT FRANCIS, CHAIRPERSON, COALITION OF CONCERNED CITIZENS

Mr. FRANCIS. Thank you, Congressman Hawkins. We thought we would save some time by having three of us testify before you. Ms. Lee, who is on my right, a young lady who is very interested in the community, and Ms. Jean Griffiths, a student at USC who is interested in the community, and working.

Before I give my brief testimony, Mr. Tauke, I would not like for you to leave Los Angeles frustrated about our city schools. Being a father of four children in elementary, junior high, and high school, I am a member of all three advisory committees. And I am the chairperson, president of the booster club at Locke High School. So to set the record straight of your frustration about all of the money being poured into our inner city schools—and I am speaking about inner city schools—why that frustration, the frustration is this.

Our desegregation, for one thing, having all of our black teachers moved out of the inner city into the valley, and places like that, we lose our good teachers and the ones that come in that are forced into our inner city schools, they sit there to wait for retirement. So they don't do anything. That is one of the frustrations.

I am giving you firsthand information, because I am at Locke High School almost every day. I make it my business to go by there every day to see what is going on.

In the industrial, that is taken very lightly. Our kids, who they know will finish with less than a 3.0 average in high school, they do not try to give them an industrial education. And as one gentleman pointed out to the panel, the classes are set up not with what the students want to do, it is what the curriculum that they set up, the school itself. And it is really not the principal and the superintendent, it is the higher level that sets the tone for our schools.

And this is the reason that all of the money is poured into the school and nothing is happening. We have what you call a compensatory education. Whereas the youngsters come from junior high school—now, they have spent seven, eight, and nine grades in compensatory education in the junior high school. So when they get to the high

school, they are still in compensatory education. And those are the low liners.

So in order to keep the moneys into the schools, we keep them in compensatory education. And that is in order to keep the moneys in the school, all of these millions of dollars that are being poured into compensatory education.

I say, we don't need it. I say we need it at elementary. And if it don't work at elementary, why carry it on to junior high school and all through high school? And when these kids still take these tests, they still fail the test. We need to find another system. And that is your Federal money that is coming into the schools, compensatory education.

So I just didn't want you to leave frustrated. I hope I have kind of set the tone so you will understand why all of the moneys are being poured into the schools, and we are getting no results.

I am a volunteer with the NAPP organization. And the reason I picked the NAPP organization is because they are so active as a community organization in getting other organizations together and trying to do something. Now, I am here to talk about the youth jobs. I have heard about jobs, but I am particularly interested in youth jobs.

First, of all, it worries me that the Department of Labor is talking about cutting out the 14-year-olds, No. 1. They should not be cut out. They should still be included. And I hope that you consider this.

Second, all of our youth, 14, 13, 10, 9, when they don't have jobs, this means that the crime rate goes up. I have sat in Judge Kenyon's office, who has given me a special invitation to come in anytime. And all of these 13-, 14-year-old youth that we see appearing before the judge, juvenile judge for purse snatching, hitting older people in the head and taking their money, this is because they don't have jobs.

And I think if we concentrate on that, we would be in better shape.

Third, I don't think that one person should determine whether an organization is giving the kids meaningful jobs. Now, it was stated that if these organizations do not have meaningful jobs for these kids, you will not be funded. Well, that is hogwash, see, because I don't believe that it should be one person to determine what is meaningful and what is not meaningful.

In south-central Los Angeles, we don't have the big industry to give us monies to get jobs. We are talking about south-central Los Angeles, where everybody who owns a home is not affluent. We are all considered as poor people in south central. And I think that this restriction that it has on the young people that if they cannot be trained in nonprofit organizations, then they cannot be trained.

We do not have any big industry in south central to train our youngsters. We have citizens who have offices in their homes, who have a fleet of trucks, who are willing to train youngsters in mechanics. We have Bob Francis who is willing to train youngsters anywhere he can find a place and supply. But if it is a profitmaking organization, we cannot train these youngsters with these CETA funds. And I think that is wrong. And this could help our businesses, our small businessmen if they were given an opportunity to hire some youngsters in a meaningful job. But we are not able to put these youngsters in businesses that are nonprofit. We just don't have them in south central.

So I am not going to take any more time. I think I have given you some of my ideas, as a private citizen and a parent and a concerned

citizen in south-central Los Angeles. I will let Ms. Lee and Jean go about what they have to say. If you have any questions, I will be glad to answer. Thank you very much.

Mr. HAWKINS. Ms. Lee.

STATEMENT OF NORVELL LEE, CHAIRPERSON, YOUNG BLACK CREATORS OF AMERICA

Ms. LEE. Yes. I am chairperson of YBCA, which is Young Black Creators of America. And I am concerned very much, along with everyone else, about our unemployment rate. Since they don't have—the unemployment rate is going to worsen, then we are going to have to question our administration about slashing 14-year-olds out of the YYEP.

And if the 14-year-olds are going to be out this coming year, then what is going to happen to the 15-year-olds later on? Give them another year, then the 15-year-olds will be out.

I have tried to get some programs started over in our community in helping the kids get together so they will be employed and learning some kind of trade that they are quite interested in. And if we can do this with the Government's help, with our local politicians and everyone who are able to assist us with the projects that we are trying to organize, this will help motivate our kids and bring up some of that low self-esteem that they feel so much now, and bring out a lot of that depression, because it is worsening our neighborhoods, where the crime rate goes up, the unemployment goes down.

And we need some help. We need some assistance from everyone.

So what I am trying to relate to you is that we know about the statistics in our area where we live, and the blocks are all vacant, a radius of 6 miles around, from Avalon to Central is vacant land up there. If we can reproduce some of this land with assistance from some of these businesses, we can have some of our kids, the majority of them over there will be employed. We need their help. We need your help. And you are giving them some kind of motivation.

And if we can get started very soon then we can cut out this unemployment. And I for one, I need one of those jobs, too, and there is a building which I am sure you are aware of on 42d and Avalon, Congressman Hawkins, they had tore it down. And we were trying to purchase the building because I wanted to build something there and use that building. And I find it hard trying to catch up with you, and I know you are a very busy man. And we need—we can reproduce some of this land, this vacant land that we have around here. We can reproduce this land, this vacant land that we have around here. We can reproduce this land, because we have the workers.

We have a lot of students who are interested in working and who are interested in building, who are interested in taking care of something in the neighborhood. And we need the motivation, the drive, the ambition of all our young people. And we do have it. But we do have to get some cooperation from the other organizations that are supposed to be involved in this. And if they can, we can start building as soon as they can give us what we need.

Mr. HAWKINS. Thank you.

Ms. Griffiths.

STATEMENT OF JEAN GRIFFITHS, STUDENT, USC

Ms. GRIFFITHS. Thank you. My name is Jean Griffiths and I am 19 years old. I am a student at USC. And I want to address first Mr. Tauke, about your question about what are the problems. You mentioned you are frustrated about the problems of where the failure was in the school system in Los Angeles. And I think first you should start by asking not just to the statisticians and the people on those levels, but also to the young people who are the direct victims of those problems.

I think there are many young people right here in this room who could perhaps give you some insight into that. I want to say from my experience, from high school and through the 2 years that I have completed, I have had maybe I could say one class, one, that I felt was geared toward applying theories to practical uses, toward training. And that was a speech communication class. That is the one only class that I feel that I had any actual applicable training.

The other classes were geared toward theories and questions that are nice, you know, they are good to have and they make a nice base of support, but they really don't help you get a job in today's world. They really do not.

My solution, my own personal solution to the problem of being in school and not getting this kind of training is to go out and get it on my own. And this entire summer I have worked as a volunteer, full-time, no pay, at the South Central NAPP Center and with Coalition for Economic Survival. And I can say I have learned more this summer than I did in 12 years of school, more. In fact, I stayed up last night until 10 o'clock typing a letter, one letter five different times. Because every time I did it wrong—and there was a lady there who taught me to do it the proper way. And she stayed with me until I did it the proper way. I learned more this summer than I ever did in school. I really did.

And I want to say that—and I hope I did not offend Mr. Mack or Reverend Dortch, but I don't believe that the young people here in Los Angeles are boat people at all, see, because I feel that the boat people are in a very helpless situation and they are very isolated and very stranded. And they are very dependent upon other people to help them.

I am out here trying to help myself. And I think many of the young people right here in this room are volunteers and workers in programs because they want to help themselves. I feel that we have a responsibility to ourselves as young people. And the Government has a responsibility to help us help ourselves. We are not boat people.

Thank you.

Mr. HAWKINS. Thank you, Ms. Griffiths. Let me reassure you that Mr. Tauke is not the only frustrated person around here. His frustration and his concerns are shared by many others. But I think through such testimony as we have been listening to, you are helping remove some of that frustration and some of that concern. I think it is most helpful.

Mr. Tauke, do you care to defend yourself at this point?

Mr. TAUKE. Thank you, Mr. Hawkins.

I really don't feel that I need to defend myself. I think that the statement that you made was a very excellent one. In fact all the statements from this panel were very excellent. And they dealt with some of the concerns and frustrations that I feel. I must say that it certainly is not something unique to Los Angeles. I think it is something unique to many of the school systems throughout the country, perhaps to our educational system generally.

I cannot emphasize enough what you said, and that is that to be able to acquire some individual skills gives a person a sense of satisfaction and also a sense of worth, not only to yourself but to those outside that is very important in solving this problem.

In my own office I know how difficult it is to find people who know how to write letters properly, how to put a sentence together, what proper punctuation and grammar are. And it is these skills that seemingly should be acquired in our educational system. Apparently we are missing them.

Now, I recognize there are other problems besides the educational system, but certainly that is one that seems to have come to the forefront consistently during our hearings.

I want to thank you for your testimony and encourage you in your continuing efforts.

Mr. HAWKINS. Mr. Weiss.

Mr. WEISS. Thank you, Mr. Chairman.

I share that sentiment, and I just want to add that, Ms. Lee, through the efforts of Mr. Hawkins and the other member of this subcommittee, and as a matter of fact the Appropriations Committee which has provided funding so that the 14-year-olds would be eligible for summer employment next year. And the report language of the appropriation bill so provides, so that sentiments such as yours were heard, and through Mr. Hawkins' effort primarily, a change in fact has been adopted.

Reverend DORTCH. Congressman Hawkins, may I just give one more recommendation? These testimonies in the daytime to a lot of your professional people are very good, but you have not rally got to the meat of it. I would recommend that you set one night aside and listen to the people in the community and some of the parents and see what their viewpoints are. They are at work right now. They don't even know what is going on. So I would appreciate that, maybe not at this time, maybe at a later date.

Mr. HAWKINS. Well, we have tried all techniques. We will be willing to try some additional ones, obviously. There are some individuals that we haven't reached, and this is why we attempt to reach them. We publicized these hearings, but we get only those who are the most committed to come to the meetings. But in any event, I think your testimony, Mr. Francis and Ms. Lee and Ms Griffiths, have been very valuable to the committee. We certainly appreciate this.

Ms. LEE. May I ask about the co' munity involvement and the SYE planning from October 1? When is it allowed to start?

Mr. HAWKINS. I didn't get the question.

Ms. LEE. The SYEP planning program, when is it allowed to start? Is it supposed to start on October 1?

Mr. HAWKINS. We believe October 1, but let us confirm that.

Mr. Francis, would you leave your address with the staff person over here to my right so we can communicate with you? We will get that information. We believe that October 1 is the date. But let us not give that as a firm reply. Thank you.

The other persons who indicated they wanted to testify are Ms. Vera Davis, from the Neighborhood Adult Participation Project, accompanied by Marvina Brown, and Larry Walton.

Ms. Davis, I assume you are the chairperson for this. Could we hear from you, and then ask the others to comment, please?

[The prepared statement of Ms. Davis follows:]

PREPARED STATEMENT OF VERA DAVIS, DIRECTOR, VENICE NEIGHBORHOOD ADULT PARTICIPATION PROJECT

My name is Vera Davis, I am the director of the Venice N.A.P.P. Center, located at 641 Westminister Avenue in Venice. I am also the mother of nine children and was on welfare for eight years prior to my NAPP employment. I endorse and support whole heartily the need for more summer youth jobs as our children are the victims of the cut-back in youth employment, the economic disadvantage youth, the youth that the program was created for have felt the blow and is suffering the most. It is beyond my comprehension how the President of the United States could proclaim 1979 the International Year of the Child and on the other hand the United States Congress cut the Youth Employment program 20 or 30 percent. The United States Government owe the disadvantage youth of our country job employment. The youth here get an education, stay in school but, with their parents low income, high rent, utilities, food, clothing and if they are lucky to have a car, gas.

Without outside help it is difficult for the youth to go to school and this is where the dropout rate accrue and trouble begins. Crime, purse snatching, breakins, rape, robbery, dope, all of these results because of lack of employment. What could we do? Provide jobs for these youths, money build self-respect, morales, independent and a productive citizen. We have another group of youth teenage pregnancies which is on the up-rise. These youth need jobs with continuation education. A happy mother makes a happy child. An informed mother makes an informed child that will grow up to become an informed citizen. These are some of the reasons the youth employment are important. Another aspect is if and when more job slots are available. The community agencies receive their fair share of slots. This did not happen this year. In fact most community agencies were cut-back in half, which reduced job opportunities and programs. Thank you.

STATEMENTS OF STEVE GROSSMAN, STOP THE DRAFT COMMITTEE, COALITION AGAINST REGISTRATION AND THE DRAFT; VERA DAVIS, DIRECTOR, VENICE NEIGHBORHOOD ADULT PARTICIPATION PROJECT; LARRY WALTON, NAPP; AND MARVINA BROWN

STATEMENT OF VERA DAVIS, DIRECTOR, VENICE NEIGHBORHOOD ADULT PARTICIPATION PROJECT

Ms. DAVIS. My name is Vera Davis and I am the director of the Venice NAPP Center, located at 641 Westminster Avenue in Venice. I am also the mother of nine children and was on welfare for 8 years prior to my NAPP employment.

I endorse and support wholeheartedly the need for more summer youth jobs, as our children are the victims of the cutback in the youth employment, the economically disadvantaged youth. The youth that the program was created for have felt the blow and are suffering the most. It is beyond my comprehensions how the President of the United States could proclaim 1979 the "International Year of the Child," and

the other hand the United States cut the youth employment program 20 or 30 percent.

The U.S. Government owes the disadvantaged youth of our country job employment. The youth here get an education, stay in school. But with their low income, high rent and utilities and food and clothing—and if they are lucky to have a car, gas, without outside help it is difficult for the youth to go to school. And this is where the dropout rate occurs and trouble begins; crime, purse snatching, breakins, rape, robbery, dope, all of these are results because of lack of employment.

What could we do? We could provide jobs for the youth. Money builds self-respect, morale, independence, and productive citizens. We have another group of young teenagers. Teenage pregnancy is on the rise. These youth need jobs with continued education. A happy mother makes a happy child. An informed mother makes an informed child that will grow up to become an informed citizen.

These are some of the reasons the youth employment is important. Another aspect is, if and when more job slots are available, the community agencies should receive their fair share of slots. This did not happen this year. In fact, most community agencies were cut back in half, which reduced job opportunities and programs for the youth.

There is a problem that when time providing for funds or for jobs or whatever, the community agencies are there in support seeking and working to improve conditions or whatever might happen, or whatever needs to happen in the community. But when the funding is received at the local level, the community agencies are somehow cut out and left out of the mainstream.

And the thing that bothers me most this year is that most of the community agencies in the west side, all of them were cut tremendously as far as youth jobs. And the jobs were given to the institutions of higher education, like UCLA and different other institutions, the Y. I am not knocking having the children in those programs. What I am angry about is that most of the children that were chosen for those programs that would be able to function in those programs are children that were most likely to succeed anyway. And we have the disadvantaged youth that still are without employment.

We requested and held three community meetings asking and trying to get more slots in the Venice area. And we were promised that we would get 10 more. We only requested 20. And at the last moment, the last week before the programs began, we were told that we could only have 10.

I have here 10 applications of youth that were without jobs and were given what—I feel we gave them the runaround because of the bureaucracy, to get their social security, get the work permit and all of that. And these children have not to this day received a job, even though the EDD, the Youth Employment and everybody else have received notice that they are unemployed.

This is the kind of thing that hurts my heart. And I would like to see something built in, something to say that the community agencies, because we are the ones that hire the disadvantaged youth, believe me. The apprenticeship programs and all those programs are fine, but the youth that cannot fill out a 5 by 8 card with their name and address and that cannot understand all of the redtape on the applications, those are the type of youth that we get in the community.

And those are the children that come to our door asking us for jobs. "Why can't I have a job?" And that is what I would like to see, something built in, some watchdog committee to see that once the Government has committed money, that the money will actually be given to agencies that will hire the disadvantaged youth, what the program was all about in the beginning.

I thank you.

Mr. HAWKINS. Thank you. I think you have a very excellent suggestion.

Could we hear from Ms. Brown next?

STATEMENT OF MARVINA BROWN, STUDENT

Ms. BROWN. Mr. Congressman, I am one of eight children. My name is Marvina Brown. I am 17 years of age and I will be a senior in September. I will be able to pay for my ring, cap, and gown, and school pictures. Why? Because I was fortunate to have a summer job.

What about all the other teenagers who could not get jobs for the summer? Can you or any other person in this room give me the answer?

Mr. HAWKINS. Well, there is a lot to be said. It would take an hour, though, to explain to you the political complications that went through this mechanism. I want you to know that this committee fought for a lot more money than was even suggested by the administration. But the administration came in with a reduced budget. The Senate reduced that. During the debate in the House, the program was further reduced.

And so you get down to a question that you get into the political situation. I think this is neither the appropriate place nor the time to discuss the political situation.

It is our hope that through these hearings and through listening to people at the community level we can stimulate more debate on the subject, and that the idea of dealing with the problems at first hand will be encouraged. That is what these hearings happen to be all about. Your testimony is helpful to us but I think it has to be translated into wise political action in the final analysis.

This committee is not a political action committee. These are the remarks of the chairman of the committee, but you can understand that these hearings are not for political purposes. A large amount of the solution lies in that area and we have to leave up to the citizens.

Did you complete your statement, Ms. Brown?

Ms. BROWN. Yes.

Mr. HAWKINS. Mr. Grossman.

Mr. GROSSMAN. I think this gentleman was next.

Mr. HAWKINS. Well, we will take them in the order the names were turned over to the committee. That is the only fair way of doing it. We will hear from all of you.

STATEMENT OF STEVE GROSSMAN, STOP THE DRAFT COMMITTEE, COALITION AGAINST REGISTRATION AND THE DRAFT

Mr. GROSSMAN. My Name is Steve Grossman. I am here representing the Stop the Draft Committee of the Coalition Against Registration and the Draft. We call that CARD.

That coalition unites at the national level around 60 national organizations, and here locally in southern California over 100 organizations, in a drive to prevent the reinstitution of a forced military draft. Now, the draft ended for the white middle-class community in 1975. But we know that it never ended at all in the minority and poor communities of this country whose young people have continued to be forced into the military in increasing numbers by unemployment and poverty. And this, too, is a draft. This is an economic draft, a poverty draft. And we opposed that draft, too.

Those of us who are against that long arm of the Selective Service System reaching again into the high school and college campuses to pluck white middle-class young people also opposed the poverty draft that forces poor and minority young people into the military.

As an alternative, we support genuine and deepening Federal commitments to job training and job creation. We support the goals and in fact the strengthening and deepening of the Youth Employment Act of 1979.

Thank you for letting me express our views.

Mr. HAWKINS. Thank you.

Mr. Walton.

STATEMENT OF LARRY WALTON, NEIGHBORHOOD ADULT PARTICIPATION PROJECT

Mr. WALTON. Thank you, Mr. Congressman.

A appreciate being given the time to speak. But I would also appreciate if the youth were put first on the agenda and not last, as if what we have to say is unimportant. Every hearing is the same. Community people are left last. I urge you to change this style.

Mr. HAWKINS. Well, may I say that in the hearings, we have them interspersed. This is the second day of hearings. We have had them throughout. In other words, they have been interwoven. We get requests for individuals to speak or to address the needs and concerns of youth largely through organized community groups. We obviously feel that in going to different cities that the officials of that city should be recognized, because it is largely through them that we are going to try to influence the programs that help youth.

Because locally elected officials may be first on the program it does not mean their presentation of statements to the committee necessarily has an order of priority. I think that by listening to all, regardless of their position on the agenda, is desirable to the committee.

But I can assure you that we have tried to intersperse everyone that we could possibly hear from. There are those who say we should listen more to the corporate sector, for example, because that is where the jobs are. Obviously, we try to give some importance to that, because when you knock on the door of a company, we want at least some recognition of the problems.

So the order, I don't think, is the all important thing. But certainly we accept your point of criticism and we will try to carry forth the idea of interspersing the witnesses so that all of them don't appear at one particular point.

Mr. WALTON. OK. Thank you, Mr. Congressman.

As a youth being brought up in the community, there is a great need for more skilled training programs that would be backed by the unions of that area, or particularly skilled. I believe that the youth in my community could be trained and perform to the best of their abilities. This can be brought about only when skill programs are offered to those who need to learn yet are unable to afford to go to the schools or the colleges for the training.

I mentioned the backing of the unions as the interceptive for when a young man or a young woman is trained that they will be assured that their training will be put to use and keep them off the unemployment lines.

There are a lot of young people in our community that need and want to be trained in some sort of skill work. They want to be productive in the community and build their lives in the communities where young people will follow.

Also, there are a lot of young people that are talented in many aspects but need skill training to bring out this talent and to improve all these talents, to the good of the community and themselves. This will only come about when someone will start taking an interest in our young people and give us the skill training that we need so much.

Thank you, Mr. Congressman.

Mr. HAWKINS. Thank you.

Mr. Tauke.

Mr. TAUKE. I have no questions, Mr. Chairman.

Mr. HAWKINS. Well, again I wish to thank the witnesses. Although you were the last, I can assure you that your statements have had great meaning to us. We certainly appreciate your appearing before the committee. Thank you.

May I announce also to anyone who is listening at this time that any additional statements or documents that you wish to submit to the committee will certainly be entered in the official record as if it were actually presented. We will keep the record of the committee open for at least two weeks, at which time any statement which is received by any one of you will be certainly welcomed. You just direct it to the Subcommittee on Employment Opportunities, Washington, D.C., in my name as chairman of the committee.

The hearing of the committee in Los Angeles is therefore adjourned.

[Whereupon, at 1:30 p.m., the hearing in the above-entitled matter was adjourned.]

[Material submitted for inclusion in the record follows:]

MAR VISTA GARDENS YOUTH CLUB, INC.,
Los Angeles, Calif.

Congressman AUGUSTUS HAWKINS,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN HAWKINS: I wish to express my concern over the recent cutback in employment slots in the communities of Venice and Mar Vista served by the Summer Youth Employment Program (SYEP). These areas are among the highest concentrations of poverty in Los Angeles. As the long, hot summer begins, the young people of these communities desperately need the opportunity of employment. They can then develop job skills and gain practical experience, and utilize their idle time in constructive pursuits, of benefit to their community.

Experience has shown that teenagers who are faced with an entire summer of free and uncommitted time will often turn to crime, violence, and other anti-social behavior.

Therefore, I feel that it is vitally important that the employment slots taken from the Venice-Mar Vista areas be restored by the SYEP, for the sake of our young people and our community.

Sincerely,

MICHAEL A. BEKOFF,
Project Director.

NEIGHBORHOOD ADULT PARTICIPATION PROJECT INC.,
LOS ANGELES CENTRAL NEIGHBORHOOD CENTER,
Los Angeles, Calif., August 13, 1979.

CONGRESSIONAL HEARING,
Los Angeles, Calif.

DEAR CONGRESSMAN: This statement is of concern on the matter involving the Summer Youth Employment Program, which has decreased greatly at most every Neighborhood Center. This seemingly has resulted in various youth activities that are undesirable to the community. Many unemployed youths willingly participate in these disapproved activities, ranging from theft to gang violence.

There is a definite connection which involves both the Summer Youth Employment Program and our youth themselves. The program and the youth were means of increasing educational and occupational interests, which benefit the both parties. Unfortunately, the benefits are limited to so few youths and this lessens the program. Thus creating idle minds which invent negative and allowing them time to change those ideas into actions.

Our community greatly needs the program to expand, enabling the community and its youths to improve in their citizenship development. We would truly appreciate any assistance in our efforts to resume community awareness and resourcefulness.

Thank you,

GREGORY YBARRA,
Counselor SYEP.

LOS ANGELES CENTRAL, YOUTH SUMMER PROGRAM 1979 HANDBOOK

I. INTRODUCTION

The purpose of this handbook is to provide answers to questions and give general direction and support, resulting in a positive, practical work experience program.

A. The program is designed to expose you who are basically inexperienced and unskilled to the work world. It provides youth with meaningful and realistic experience assistant in gaining job skills and introduces youth to various aspects of career development, thus giving youth the tools necessary to begin planning career goals and seek future occupational and educational aspirations.

B. This agency is structured to service the community. The basic functions consist of special aides, tutorial sessions, maintenance of facilities and general office and clerical duties. Our purpose is to insure these activities are performed with as much accuracy as possible.

II. JOB DESCRIPTION

A. Youth are employed as clerical aides and/or tutors. These positions are self defined.

B. Youth will be assigned daily duties and each youth has the responsibilities of his or her duty.

AGENCY REGULATIONS

A. Time schedule is the same for all youth under the program. Youth start promptly at 9:00 a.m., have a break at 10:09 to 10:15 a.m. They will work from 10:15 to 12:00 p.m. from 12:00 p.m. to 1:00 p.m. will be their lunch period. After which youth will work until 2:00 p.m. Tardiness and absentee are unable to be made, therefore anytime missed is money is not earned. No exceptions!

B. Youth will be expected to adhere to this agency's standards of behavior. Youth are responsible young adults and must act accordingly. Ill-mannered conduct will not be tolerated. Respect and discipline are the desired behavior constituents.

C. Dress standard codes includes the following: no braids, no rollers, no head scarfs, no house shoes or slippers, no hats or beanies, or any type of distracting appearance. This agency is business service, thus everyone employed must substain the business atmosphere.

D. Reasons for termination: Excessive absenteeism or tardines, lack of interest, intoxication or under the influence of any drug, fraud or dishonesty, misuse of public or private property, fighting or abusive language, lastly unwillingess to abide by the dress standard code.

IV. PAY PERIODS AND PAYDAYS

Pay period:	*Pay day*
7–5–79—7–11–79	7–23–79
7–12–79—7–25–79	8–6–79
7–26–79—8–8–79	8–20–79
8–9–79—8–22–79	9–3–79
8–23–79—8–31–79	9–17–79

VI. PRACTICALITY AND EVALUATIONS

A. Counseling sessions will be conducted daily to insure the practicality of the program. Also with the intent to maintain good work relations.

B. Evaluations of the summer program will be administered periodically. These evaluations include all bases and aspects of performance and attitudes. It's extremely imperative that the quality of the evaluations are on the utmost level of excellence.

We hope that this program will be a rewarding experience, and beneficial to the youth in this program.

VII. BASIC DAILY DUTIES

1. Clean-up restrooms, kitchen conference room, main lobby area, upstairs room, also the front and rear areas.

VIII. TOPICS AND GUEST SPEAKERS

1st week—Jack McQuire, L.A.C. Tutorial Orientation—Crash Course in Tutoring Skills and Techniques.
2d week—Jack McQuire, L.A.C. Tutorial continuation Bank of America—Branch Representative.
3d week—Newton Police Department Representative—Speaker Topic Personal Development Plans.
4th week—Sargent Harvey, Armed Forces Manchester Recruitment Educational and Vocational Training.
5th week—Brenda Simmons, Parker Cal State University, Fullerton Career Advisement and Placement.
6th week—Push For Excellence Representative Speaker, Education on Community Awareness and Resources.
7th week—Coach Martin Smith Recreation and Education Resources and Community Awareness.

GREGORY YBARRA,
SYEP, Counselor.